



COMMUNITY PLANNING REVIEW

REVUE CANADIENNE D'URBANISME

VOLUME X

NUMBERS 1 AND 2



COMMUNITY PLANNING REVIEW

REVUE CANADIENNE D'URBANISME



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A MESSAGE FROM THE PRESIDENT OF CPAC



JACQUES SIMARD, AMTPIC
CPAC President

This is my message as the recently elected president of the Community Planning Association.

I believe that Planning is essential to the way of life that we have chosen; not only because our age is infatuated with science, but also because we hunger for beauty; not only because we have wealth and can build great cities, but also because we feel our responsibility for the less secure citizens.

For never in the history of mankind has a civilization been so conscious of its civic, social and moral duties. Thus, the detached, sophisticated humanism of the Renaissance has, in our time, given way to a humane culture as an answer to the anguish of existence.

Who, indeed, does not feel the shame of Hiroshima?

The more conscious citizen reacts to Planning, not only as a satisfying idea for orderliness, but much more as a craving for a better world, physically and morally, in which to live.

It is therefore safe to say that our Association has a noble end.

Since its inception, the goal of CPAC has been to foster planning; it is not presumptuous to think that if today there is a dearth of planners, one of the reasons for the demand is the work accomplished so far by the Association.

But it has been said by some that if our Association has reached this end, it should rest on this accomplishment. Why go on promoting Planning if planners are used by most cities and towns? Why indeed?

I venture to say that however commendable the work done so far by CPAC, the need for our Association is still great, for the following reasons:

First, is planning well understood? Too often, in the growing panic of cities and towns faced with a tremendous increase in population and its consequent demand on land use and services, the planner is called in as a sort of magician and asked to produce the gimmick which will cure everything once and for all—painlessly of course.

Thus, seldom in the administration of the City is the planning department as well integrated as the other departments.

Second, the citizen is not aware that Planning is a way of life for which his decision, which concerns his very liberty, is in constant demand.

The risk in not participating in this decision is great. Regimentation, mechanization of his manner of life, is the price he will have to pay for his neglect.

To those who say that this is the only way to achieve Planning, CPAC can and must answer that the greater the planning knowledge of the people, the more humane and free the consequences of Planning.

Therefore, we believe that CPAC has a great task to do at the level of the Community.

To achieve this end you, as a member of CPAC, will be asked to cooperate in a program which will be decided on and developed at our October Conference. We are very fortunate in having with us, as National Director, General Brennan who, in the short space of time he has been with us at the National Office, has already contributed immensely to the affairs of CPAC, aided by a splendid staff.

As to your President, he wishes to sign

most devotedly yours,

Jacques Simard

UN MESSAGE DU PRESIDENT DE L'ACU

A titre de président récemment élu de l'Association Canadienne d'Urbanisme, je vous adresse le message suivant.

Je crois que l'Urbanisme est essentiel au mode de vie que nous avons choisi. Il est essentiel, non seulement parce que notre temps est épris de science, mais aussi parce que nous avons un appétit pour le beau; non seulement parce que notre richesse nous permet d'élever des cités monumentales mais aussi parce que nous portons la responsabilité de nos frères moins heureux.

En effet, jamais dans l'histoire de l'homme s'est-il rencontré une civilisation aussi consciente de son devoir civil, social et moral. D'où le fait que l'humanisme détaché, dilettante de la Renaissance, a fait place en notre ère à une culture humaine, réponse à l'angoisse de l'existence.

Qui, en effet, ne souffre pas de la honte de Hiroshima?

Le citoyen le moins éveillé réagit à l'Urbanisme comme à une valeur d'ordre cartésienne, mais bien plus encore comme à une promesse pour un monde meilleur, moral autant que physique, où passer son existence.

On peut donc dire, sans crainte de se tromper, que notre Association vise un noble but.

Depuis ses débuts l'ACU tend à faire valoir l'urbanisme; il n'est pas exagéré de penser que, si aujourd'hui il n'y a pas assez d'urbanistes, une des causes de cette carence est le travail accompli à date par l'Association.

Mais on a prétendu, justement parce que l'Association a atteint ce but, qu'elle devrait se contenter de son oeuvre. Car, en somme, pourquoi prêcher l'Urbanisme si la plupart des villes emploient des urbanistes?

J'ose avancer que l'Association est encore nécessaire en dépit du travail accompli et, pour les raisons suivantes.

D'abord, est-ce que l'urbanisme est bien compris? Trop souvent dans cette panique croissante des villes qui se voient devant une augmentation phénoménale de population exigeant un usage plus dense du sol et des services exorbitants, on fait appel à l'urbaniste comme à une sorte de magicien qui trouvera la panacée qui guérit une fois pour toutes—et sans douleur.



MAJ.-GEN. M. L. BRENNAN,
OBE, CD
CPAC National Director

C'est ainsi que dans l'administration de la ville, le service d'urbanisme n'est pas aussi bien intégré que les autres départements.

De plus, le citoyen ignore que l'Urbanisme est une façon de vivre pour laquelle sa décision, qui concerne sa liberté même, est sans cesse requise.

Le risque encouru par la non-participation est grand et se traduit par la régimentation, la mécanisation du mode de vie. Voilà le prix de la négligence.

A ceux qui diront que c'est là la seule façon d'assurer l'Urbanisme, l'ACU peut et doit répondre que plus les citoyens comprendront l'Urbanisme, plus humaines et libres en seront les conséquences.

Nous croyons donc que l'ACU a une tâche importante à remplir au niveau de la communauté.

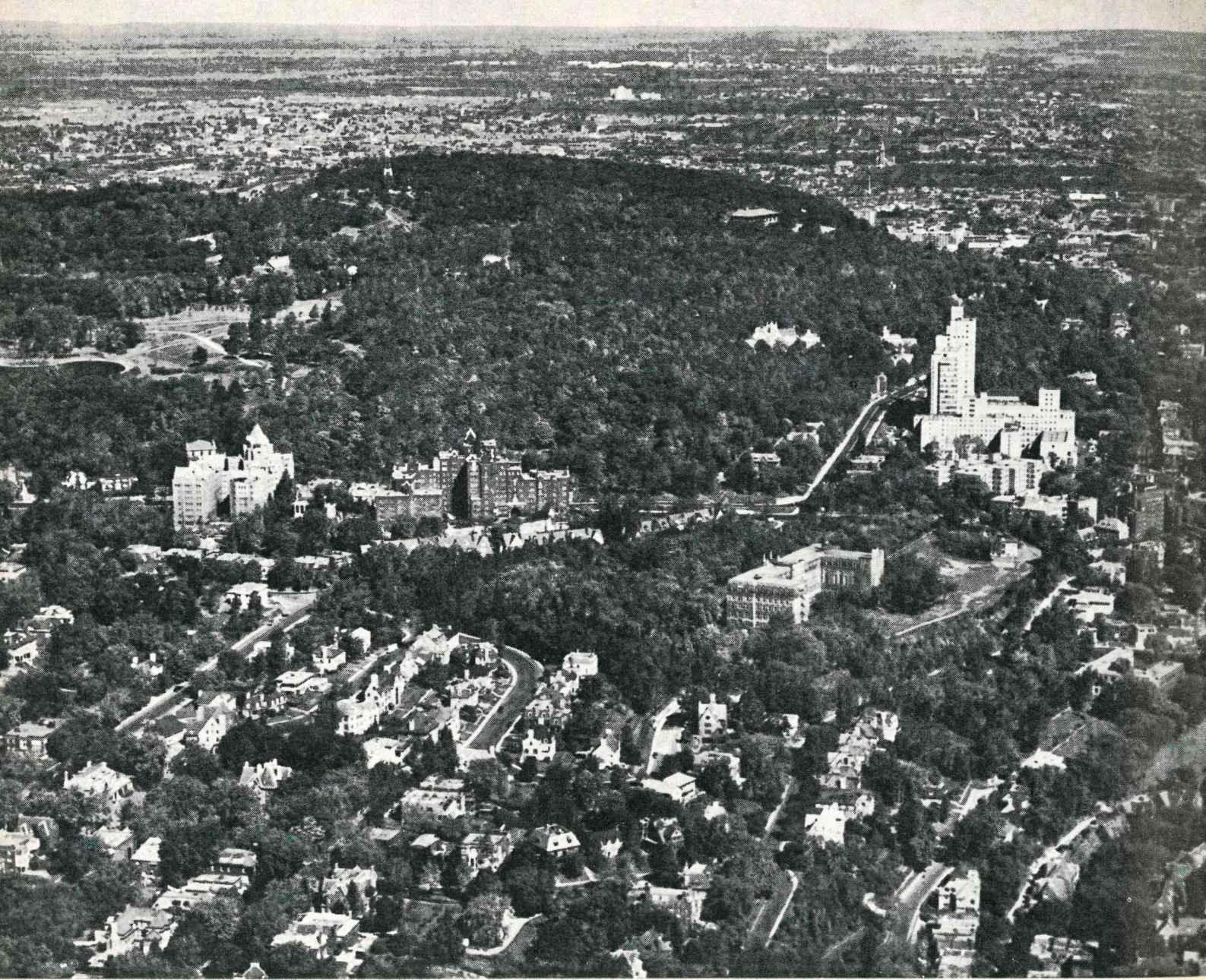
Afin de toucher ce but, on vous demandera comme membre de l'ACU de collaborer dans un programme qui sera élaboré et décidé à notre conférence d'Octobre.

Pour ce faire, nous avons la bonne fortune d'avoir comme directeur national, le général Brennan qui en peu de temps a réussi avec l'aide efficace des employés du bureau national à abattre une immense besogne.

Quant à votre Président, il veut se souscrire

Votre très dévoué,

Jacques Simard



SAVE THE MOUNTAIN —

FOR WHAT?

by

DAVID K. LINDEN

"Save the Mountain" is a cry which we have been hearing and reading a great deal about in the Montreal press. The main reason for this cry is the proposed building of high-rise apartments on Cedar Avenue. Although this has turned into a political question some people look upon the mountain as an amenity enjoyed by all Montrealers.

There is no question that, if the lower slopes of the mountains are built up with ten-storey or even higher buildings, the mountain will be turned into a mole hill. However in the midst of all this turmoil a question which has not yet been posed is, "Why save the mountain?" It is true that it serves as a fine backdrop to the city but does it really offer the activities it could to Montrealers?

Montreal, potentially one of the nicest cities in the world, does not make much use of the natural beauties with which it is blessed. Why do we find that Montreal ignores the great advantages which nature has given it? Montreal is an island surrounded by the broad and beautiful St. Lawrence River and in the centre of the island stands a grand mountain. There are not many cities with such attributes.

But does the Montrealer get anything out of these amenities? He very rarely gets near the water to enjoy the view, nor dare he get into it because it is polluted. The mountain is still visible but only accessible from a few places.

Why doesn't the man in the street demand from his Councillors that these gifts of nature should serve us all? Let us open up our shores, let us see the ships which pass through the famous St. Lawrence Seaway, let us have boardwalks, parks, recreational and sports grounds and bandstands. Verdun has a semblance of what we need along the shoreline, but it is practically alone in its efforts.

Our youth might be induced to leave the pool room and the greasy spoon cafes with their blaring juke boxes if they have somewhere more inviting to go! We spend millions on correcting juvenile delinquency through our courts, corrective farms and health clinics. After all that, are we assured that the community has a useful citizen? By spending a fraction of the amount, we might prevent much of this evil.

There is hardly a place which could not offer a beautiful view right around the shores of the island. Let us open these vistas to every citizen. The waterfront is essential for the commercial activities of the city, but it could be developed along more attractive lines. Let us also have piers for the pleasure of Montrealers who could enjoy a pleasure boat trip on weekends and during the summer months a river bus could take the commuter to his work. Let us remember our visitors who come in thousands, usually by car; for them this would offer a welcome change.

Most of the waterfront belongs to private owners, but the different municipalities along the river might buy stretches of land 500 to 3,000 feet long and develop them according to size and local needs. This of course would cost money, a lot of money, but it would cost more 5, 10 or 50 years hence. Canada enjoys a higher standard of living than most European countries, but in spite of this we find that many European countries offer these amenities. The Montrealers should have the same pleasures as the citizens of Stockholm and Copenhagen. On the other hand, let us take heed of developments in the States. For example, down in Miami Beach the view of the Atlantic Coast is already barred by a continuous line of hotels which cover up the beauty for all but a few privileged hotel guests. We can do without that type of egotism here.

Or take Mount Royal. Now it can be seen from practically everywhere — a green backdrop in summer, a majestic white blanket above the city in the winter. But does it offer much more than this to the man in the street? Where are the swimming pools, additional restaurants, bandstands, amphitheatres, a lake for rowing, as in London or Paris parks? How about a small fair ground? The mountain surely belongs to all Montreal, not merely to the occasional concert-goer and horseback rider. In Copenhagen, the Tivoli Gardens, an area of two downtown street-blocks, does cater to all income groups, and we, with an entire mountain in the city's heart, with more varied and larger terrain, have an essentially wasted paradise.

Why are so few visiting the mountain at present? Because it is hard to get there from all directions and it is, for many, a tough climb. The housewife with small children cannot change buses two or three times to get to Beaver Lake or push a pram up to the summit. There should be playgrounds where children could be left with an attendant who would supervise their games and assure their safety, so that the mothers could be free to enjoy sunbathing or other activities on their own.

For the older population we could have quieter games like lawn bowling, chequers or chess, or simply a place to enjoy quiet music and watch life go by. For the

active ones, square dancing, art classes and sports where even father may kick a ball.

During the weekend the whole family should be able to go out together for a picnic in well-designed picnic grounds with amenities and washrooms. The new road has improved matters but, when a concert is on, the existing parking area is far too small. Let us improve access to the mountain by a cable car, elevator, or cog wheel train, and let us get up to the top in minutes from the heart of the town — say from the top of Peel Street and also from Park Avenue. Some of the older citizens will remember that until some twenty-five years ago similar transportation did exist, but it became outmoded and instead of being remodernized it was abandoned, and now we have only some wooden steps.

When people can reach the top, the mountain should offer pleasure to the young and old, to the rich and poor, in summer and winter; and this, incidentally, will help the tourist industry which is important to everyone. Let us see the lights at night from a few vantage points, and in summer let us have swimming pools, tennis courts, playing fields, miniature golf, square dancing areas and restaurants; and let us not misuse it so that it may be called, like the Beaver Lake pavilion, "the most expensive hot-dog stand in the world" but let us have the type of building to suit the merchandise and public pocket.

Here we could also establish day camps during the summer, which would offer a whole summer's recreation for our needy children. It will cost the same as the two weeks they now get from the fresh air fund.

In winter let's have skating rinks not only in one spot but in many, a few ski and toboggan runs and some cosy restaurants to warm up in afterwards.

All these facilities will not interfere with a large part of the Mountain. There will be plenty of space left for the ones who prefer to go for long walks or those who just want to show off their Sunday best or their Easter bonnet. The mountain should not be turned into a pure landscaping project but the planners should seek the best and the most needed form of development for the pleasures of all.

We need societies who would fight for this! We need organized public opinion aware of the population increase Canada is facing in the next twenty-five years. As Mr. Alvin Hamilton, Minister of Resources, said recently on planning future recreational needs: "This is one field where it is almost impossible to go back and pick up the pieces after mistakes have been made". Montreal should heed these words and take steps now, not after the land

grows more costly, not after the mountain gets itself surrounded by high apartments and the river's edge asphalted over by expressways. These areas should belong to the citizens of Montreal and should be enjoyed by them.

Do all Montrealers agree with this article? Ed.

This article originally appeared in the "Daily Commercial News"

SAUVEGARDER LA MONTAGNE — POURQUOI FAIRE?

par David K. Linden

"Epargnez la Montagne" est un cri dont nous avons beaucoup entendu parler et lu dans la presse Montréalaise, et la raison principale de ce cri est la construction de maisons d'appartements élevées sur l'Avenue Cedar. Bien que cela ait pris une tournure politique, bien des gens considèrent la montagne un agrément dont tous les Montréalais devraient profiter.

Il est hors de doute que si les pentes inférieures de la montagne servent à construire des immeubles de dix étages ou plus, notre montagne ressemblera à une taupinière. Cependant, une question qui n'a pas encore été posée émerge au milieu de tout ce tumulte, "Pourquoi sauvegarder la montagne?" Il est vrai qu'elle sert de merveilleuse toile de fond à la métropole mais offre-t-elle vraiment toutes les activités qu'elle pourrait procurer aux Montréalais?

Montréal, virtuellement une des plus agréables villes du monde, n'emploie pas pleinement les beautés naturelles dont Dieu l'a pourvue. Comment se fait-il que Montréal ignore les grands avantages donnés par la nature? Montréal est une île entourée par le large et beau fleuve St. Laurent et au centre de l'île s'élève une montagne merveilleuse. Il existe peu de villes ayant ces attributs.

Mais le Montréalais profite-t-il de ces avantages? Il va rarement au bord de l'eau pour apprécier la vue et qui plus est n'ose pas s'y baigner car elle est polluée. La

montagne est toujours visible mais accessible seulement de certains endroits.

Pourquoi l'homme de la rue ne demande-t-il pas à ses membres du Conseil Municipal que les dons de la nature soient mis au profit de tous? Mettons à profit nos rives, laissons voir les bateaux qui se dirigent vers le fameux canal du St. Laurent, ayons des promenades, des parcs, des terrains de jeux et de sport, et des kiosques à musique. Verdun possède un aspect de ce dont nous avons besoin le long de nos rives, mais ses efforts en ce sens sont pratiquement les seuls.

La plupart des rives du St. Laurent appartiennent à des intérêts privés, mais les différentes municipalités le long du fleuve pourraient acheter des étendues de terrain de 500 à 3,000 pieds de longueur et les développer selon leur taille et les nécessités locales. Ceci, bien entendu, coûte de l'argent, beaucoup d'argent, mais il en coûterait encore plus 5, 10 ou 50 ans plus tard. Le Canada, jouit d'un standard de vie élevé qu'aucun pays européen ne connaît; cependant, malgré cela, nous découvrons que bon nombre de ces pays d'Europe possèdent tout cela. Les Montréalais devraient connaître les mêmes plaisirs que les citoyens de Stockholm et de Copenhague. D'un autre côté prenons garde des développements existant aux Etats-Unis. A Miami Beach, par exemple, la vue de la côte Atlantique est déjà obstruée par un alignement continu d'hôtels qui, pour tous sauf pour quelques clients d'hôtels privilégiés, dissimule la beauté du site. Nous pouvons ici nous débrouiller sans ce genre d'égotisme.

Ou bien prenez le Mont Royal. Aujourd'hui on peut le voir pratiquement de n'importe où — une toile de fond verte en été, une majestueuse couverture blanche au-dessus de la métropole en hiver. Mais offre-t-il plus que cela à l'homme de la rue? Où sont les piscines, les nouveaux restaurants, les kiosques à musique, les amphithéâtres, le lac pour ramer comme dans les parcs de Londres ou de Paris? Et pourquoi pas un petit champ de foire et d'amusements? La montagne appartient sans aucun doute à Montréal tout entier, non seulement à l'occasionnel amateur de concert et de promenades à cheval. A Copenhague, un espace de la valeur de 2 blocs du centre de la ville, les jardins du Tivoli, pourvoit aux

plaisirs de toutes les classes, et nous-mêmes, avec une montagne entière au coeur de la ville, avec un terrain plus grand et plus varié, nous possédons un paradis qui est pratiquement gaspillé.

Comment se fait-il que, présentement, si peu de gens visitent la montagne? Parce qu'il est difficile de l'atteindre de partout, et aussi parce que c'est une ascension dure pour beaucoup. La nouvelle route a grandement facilité les choses, mais quand il y a un concert, le terrain de stationnement existant est beaucoup trop petit. Essayons donc de faciliter l'accès de la montagne soit au moyen d'un téléphérique, d'un ascenseur, ou d'un train à crémaillère de manière à atteindre le sommet en quelques minutes, du centre même de la ville — disons du haut de la rue Peel et également de l'Avenue du Parc.

Quand les gens pourront facilement accéder au sommet, la montagne devrait permettre de donner du plaisir aux jeunes comme aux vieux, aux riches comme aux pauvres, et été comme en hiver, et cela, par ailleurs, aidera l'industrie touristique dont l'importance pour tous est évidente.

Nous avons besoin d'organisations qui combattront pour cela. Et qui comprennent que, au cours des prochaines vingt-cinq années, le Canada, et en particulier nos centres urbains devront faire face au problème de l'augmentation de la population. Comme l'a dit récemment Mr. Alvin Hamilton, Ministre des Ressources, concernant les prévisions de besoins futurs de récréation "Il s'agit là d'un sujet où il est presque impossible de faire demi-tour et de ramasser les morceaux une fois que les erreurs ont été faites." Montréal devrait tenir compte de ces mots et prendre les dispositions nécessaires dès maintenant, et non pas après que les terrains soient devenus plus chers, après que le montagne soit entourée de hautes maisons d'appartements et que les bords du fleuve soient recouverts de l'asphalte des autoroutes. Ces endroits devraient appartenir aux citoyens de Montréal et devraient être appréciés par la majorité d'entre eux.

Est-ce que tous les Montréalais acceptent ce point de vue?
Ed.

WELCOME

to the Planning Board

an open letter to newly appointed members of Planning Boards

R. GRAHAM MURRAY

YOU have all become members of tremendously powerful administrative boards, the decisions of which can and should affect, and affect dramatically, the lives and destinies of thousands of people. Because you occupy this position of power you must be willing to acknowledge and accept the very grave responsibility which such power implies.

Your power in your community as a planning board member and your responsibility to your community resulting from this vesting of power in you are, without doubt, matters of first importance to any planning board member. What is the extent of your power? And the same question, approached from a different angle, what is this great responsibility which you have accepted?

Power

Legally, if one examines the provisions of Provincial Town Planning Acts, the Planning Board does not appear to occupy an important place in the organization of local government. It seems to be primarily an advisory body in matters of planning. A legal authority on planning in Canada, J. B. Milner, writes "Where the planning is formally directed to the whole or a part of a single municipality, the elected municipal council can accurately be called the primary planning agency in all provinces". He goes on to say that "in all the provinces where there is general enabling planning legislation, except Newfoundland, the council is provided with a secondary appointed planning agency of varying importance in the different provinces."¹

It is clear, therefore, that legally speaking, you are members of secondary planning agencies only, that is to

say, you are not expected to make final decisions on plans but merely to advise and recommend. With the exception of the powers which planning boards exercise in the matter of subdivision control, it is quite clear that the local council bears full responsibility, legally speaking, for planning decisions.

That is your position, legally. But this does not really indicate the realities of the situation. The public, and indeed, members of the legal profession, do not understand that you are primarily an advisory body. The public meets you in connection with your powers over subdivision control and comes to the conclusion that you are the all-powerful body—the primary planning agency. It is generally assumed that you are far more than an advisory body, and you are therefore the body which will receive most of the criticism for planning decisions taken in your community. In fact, the public is not so wrong in adopting this attitude, because your political, as distinct from your legal, powers are of very considerable significance. You will discover that the municipal council will not be apt to disregard your advice—particularly if you have professional planning assistance—if they discover that the public thinks your advice is sound and well informed. And you will also discover that the municipal council will soon, if it has not done this already, adopt the attitude that it will not make important decisions on planning matters until it has received a report from the planning board.

The point which I have endeavoured to make about your power is that in your community, whether you realize it or not, or like it or not, you are the body which will be associated in the public mind with the success or failure of community planning in your area.

There is a particular area of activity assigned to planning boards where your power—and it is a very great power—is unchallenged by any other body. I am speaking of the control vested in your board by statute over land subdivision. Literally thousands of planning boards throughout North America are today exercising subdivision review powers. You can perhaps grasp the importance of these powers when I remind you of what Planning Acts demand from a would-be subdivider of land. This subdivider may not begin to sell lots until his plan of subdivision has been approved by a planning board. And he will soon discover that he cannot get far with selling his lots until he has received your approval. The Planning Act tells him he cannot make a subdivision until he files a certified plan of the subdivision in the office of the registrar of deeds for the county in which the subdivision is situated. And a registrar of deeds cannot accept a plan of subdivision unless it is certified approved by the chairman of the planning board. If a subdivider purports to make any subdivision without first seeking your approval, he is liable to be fined for every day that he has failed to comply with the provisions of the Planning Act. That is the usual way your control over subdivision is enforced.

Responsibilities

Since, as I have tried to suggest, your powers are very great indeed, you have, in becoming members of planning boards, taken on very grave responsibilities. And I suppose your first responsibility is to discover as much as you can about the task which confronts you. Most Town Planning Acts are not very helpful in explaining just what it is you are supposed to do. For example, the Nova Scotia Act does not make it clear why a planning board should be any more suitable to plan than a town council. But the unexpressed idea here is that since the co-operation of the public is absolutely vital in planning matters, the establishment of a more or less citizen board is important in promoting this broad public interest in planning. The Ontario Planning Act makes this aspect of your activity clear by providing that “every planning board shall . . . hold public meetings and publish information for the purpose of obtaining

the participation and co-operation of the inhabitants of the planning area in determining the solution of problems or matters affecting the development of the planning area.”

Now I regard that particular provision of the Ontario Planning Act as of first importance in an understanding of your responsibilities. I think you should understand and should take pains to acquaint the public with the fact that “no provincial planning legislation in Canada seriously contemplates that the burdensome technical work of planning is to be done by spare-time citizen boards.”² You have other roles to play. And the first one is to acquaint yourself and then the public with the need for planning—what it’s all about—and then invite the public to assist you in solving, with professional assistance, the pressing planning problems of your area. Anyone who understands anything about community planning in a democratic society will concur heartily with planning authorities when they say that the success of municipal planning depends upon the extent of public understanding and support.

Your second responsibility, it seems to me, is to ask—and keep on asking—your local council and the Province for the necessary technical help to assist you in planning. As I have said, you are not expected to do the technical work yourself; in fact, you would be in error if you thought you could draft a zoning by-law or subdivision regulations, for instance, on your own without technical assistance. The techniques of modern community planning are complex. When I hear the word “community planner” I do not think of you or myself. I think of a highly-skilled professional man who studies communities, their growth and decay, with the same skill with which a doctor diagnoses the ailments of a patient. It is a fatal mistake if you conclude that without the assistance of a professional planner you can satisfactorily zone or plan your community.

These, then, are your two major responsibilities:

(1) To be clear in your own mind what community planning means in relation to your own community and then to seek and promote public cooperation in whatever steps you propose taking to improve the condition of your community;

(2) To obtain for your community whatever technical assistance you may need to plan effectively. Today, without either public support and understanding, or technical help in formulating and implementing your plans, you are doomed to failure.

What is Planning?

Implied in what I have called your first responsibility as a member of a planning board—the promotion of public interest and active cooperation in planning—is your own personal responsibility to know what you are about. And the first thing you must be clear about is what is this thing called “community planning?”

The best explanation I have found is one given by Mr. Gerald Carrothers, a research planner, who drafted an important planning report for the Province of Manitoba in 1956.³ I shall quote from pages 32 and 33 of the report:

In the minds of many people . . . community planning still means only the creation and the embellishment of a “city beautiful”. . . but community planning must be a more fundamental and effective function than (that). Neither is community planning a “socialistic” subterfuge, designed to make the individual subservient to an all-powerful state. On the contrary, it is intended to make possible the freest choice of individual action, in order to permit the most efficient functioning of our “free enterprise” and democratic systems of social organization. . . . In a very general sense, community planning can be understood as involving a *process* for achieving a desired *end*. . .

In clarifying the meaning of community planning, two basic aspects may be recognized. The first is concerned with the physical surroundings of the community, the organization of land use, streets, buildings, recreation areas and the like. In this sense community planning seeks to achieve that *physical environment* that will best promote the economic, social and moral welfare of those persons living in the community. Essential to such an environment are both beauty and utility. The second aspect of community planning emphasizes the social and economic relationships and characteristics of the community: family life, recreational, cultural, . . . community planning attempts to make possible the *accomplishment* of such activities with the most convenience and efficiency. . .

Any planning of the physical organization of the community will have little meaning without the social and moral objectives of the second aspect. At the same time, the accomplishment of such physical organization is necessary for these social and moral objectives to be fully effective. One cannot truly exist without the other. . .

Community planning, then, is not only a matter of physical design, but also involves consideration of the economic and social functions of the community . . . it is

inevitable that any discussion of community planning as it is presently carried on must necessarily emphasize [the physical] aspect, but it is important to keep in mind that the other, though less tangible, objectives of economic and social community development must form an integral part of community planning. . .

There is another point about community planning on which you must be altogether clear. Mr. Carrothers, in the same report deals with this, too. You will be hearing a lot about master plans, zoning by-laws and subdivision regulations, these being the basic tools of the planner. There is a tendency, I believe, for most of us to think that once we have these things in our community—a good master plan, sound zoning laws and adequate subdivision regulations—we have a planned community. There is nothing further to do. This is a fundamental misconception. Actually, you are really just beginning because by the very nature of a community, planning is never done. The very best plans and planning laws will not halt the forces which are always at work changing the circumstances and needs of any community. Once you start to consciously plan the future of your community you will discover that your planning activity can never end. Community planning is a process, a continuing program—not a static thing, not a blueprint.

Now to be specific as to your duties, the Planning Act under which you operate will probably tell you: (1) to prepare an official town plan and any variations thereof, (2) to prepare a zoning by-law and any amendments thereto, and (3) to control subdivisions of land.

Your town council must take the ultimate responsibility for both the master plan and the zoning by-laws. But because Council members are busy with their day-to-day activities they will look to you for initiative in getting both the master plan and zoning by-laws underway. How will you go about having a master plan prepared?

What is a Master Plan?

I do not believe that a proper master plan is what at the moment you might think it to be. You may be thinking of a map, or series of maps; a master plan is not a map, but a map or maps may well form a part of any master plan. Professor Milner, of the University of Toronto Law School, who recently wrote an important

article on the master plan, says something like this: If you in your community start thinking about your streets—how wide they should be, how many, where they should be located, this will start you thinking about density of population; and you will start thinking about other problems such as water, storm and sanitary sewer works, schools, parks, playgrounds, and private development of housing, industry and commerce. And if, as a result of thinking about these problems, decisions are made by your community, and these decisions, with or without the thinking that led up to them, are embodied in a written document, with or without maps and illustrations, that document may reasonably be called a master plan for your community.⁴

The city of Berkeley, California, recently prepared a modern master plan and here are some extracts from that plan to give you some idea of what it is all about:

Chapter IV. OBJECTIVES

The master plan is a comprehensive and coordinated guide for the future development of the community, including both private and public activity. Implicit in this statement is the necessity for general public agreement on objectives. . .

For the past several years the Planning Board has been studying our City and consulting with its citizens in order to formulate a set of general goals or objectives which will represent the needs and desires of a majority of the people of our City, and which will at the same time be physically, economically, and politically possible of achievement.

1. To preserve the unique character of our city which has grown out of its unparalleled physical setting and its generally harmonious development.

2. To teach a balance between the number of families in our City and the space we have to live in. Optimum living and working conditions cannot be attained when there is either overcrowding or underdevelopment.

3. To establish a pattern of land uses which will promote the highest degree of health, safety, efficiency, and well-being for all segments of the community. There should be a smooth-working relationship between lands used for residence, commerce, industry, and the University.

4. To develop a circulation system—both highways and mass transit—which will provide for the safe and convenient movement of people and goods within our City and other parts of the region. Such a system must be designed so that the trafficways will serve, rather than interfere with and destroy the industrial, commercial, and particularly the residential areas of the community.

5. To secure for our City her rightful place in the long range development of the area.

So much for the objectives of the Master Plan.⁵

It is a misconception to think of a master plan primarily in terms of maps. That misconception comes from the emphasis which has in the past been put on the physical features of planning. Under modern planning legislation the sphere of the master plan includes not only all conceivable physical features of city development but the plan concerns itself with the problems of housing, transportation, distribution, comfort, convenience, health and welfare of the population of the community. So the master plan is not limited to maps and graphic representation, although these are important. It includes also, expository and nongraphic materials on those phases of local development which do not lend themselves readily to linear presentation alone. This is obviously the case with such matters as industrial development, population, employment, and housing problems.

Modern professional planners emphasize over and over again that the master plan is a tool and not the end-product of planning. Rather, as someone has said, it is the spring-board from which comes the real contribution of the planning agency to municipal administration.

Your first task then—and it is put first in Town Planning Acts—is to provide at least the leadership in obtaining for your community this springboard for planning activity which we call the Master Plan. Your plan must be thought of initially as a workable program or policy for the future use of land in your community, and it must be a program that can be set down on paper with confidence that it represents the best thinking in your whole community of where and how your community should grow.

I would like to conclude my remarks on the Master Plan by suggesting to you one major reason why it is so important to have one in your community. It is a reason which it is not obvious at first but once you have heard it expressed it makes very good sense indeed. The following quotation from Professor Milner's article on the Master Plan makes the point, I think, as well as it can be expressed:

In addition to its rather limited legal effect the master plan performs what might be assessed as a much more important and much more complex role as an instrument for public enlightenment. . . This enlightenment or education affects a widespread group of people, in different ways and in different degrees.

Those who derive most enlightenment are those who prepare the plan, for they have to learn a great deal about their community's history, assets and future possibilities. Those who prepare the plan are, in some provinces, theoretically the council members. In other provinces, theoretically they are members of planning boards or commissions. In all provinces, in fact, the councillors and planning board members are usually supplemented by paid employees or consultants of the community. If a planning community is wise enough and rich enough to keep qualified planners permanently on its staff, the community will benefit immensely, not only in planning, but in carrying out the plan, both of which involve continuous planning and review.

But the enlightenment does not necessarily stop with this relatively select group. If the planning agency takes advantage of its privilege or duty to hold public meetings during the preparation of the plan, or holds hearings on a more formal basis, those citizens who make representations or merely attend meetings may increase their understanding of their community and its problems. Finally the plan, the document itself, may be published and carry the understanding of the problems still further.⁶

What Professor Milner says so well I am sure is true—that you and the people in your community will learn more about planning when you undertake the task of creating a good Master Plan than you will through any other planning activity in which you may find yourself engaged.

Now a Master Plan—even a relatively simple one—takes time to develop. Careful surveys of all sorts of things have first to be made. It will be hard for you to persuade the people of your community that the time and money involved are well spent. More than likely, zoning laws and subdivision controls are what the people of your community want first. Zoning, in particular, captures the imagination of the public to the extent that they think that zoning is planning.

The truth is that zoning by-laws and subdivision controls are simply the two most familiar mechanisms for effectuating some of the objectives of the master plan. If you could wait until you had developed a sound master plan, there is no doubt that much better zoning by-laws and subdivision controls could be devised for your town than could be drafted without such a plan. I hope you can wait until you have your master plan prepared, but if you cannot wait, I hope you will not think that the zoning laws which you may be pressured into enacting are anything more than a temporary expedient to serve whatever purpose they may until you can enact proper laws.

Zoning

In Nova Scotia we are just beginning to make any great use of the zoning by-law as a device to regulate land use. In the United States, where the idea comes from, they have had now a long experience of zoning. The Americans are far from satisfied with the results which their zoning laws have produced. They are still experimenting boldly with newer and sounder ideas for controlling land use by the zoning device. This much at least the Americans have learned: it is unsound to regard zoning as simply a technique for the protection of the individual—particularly the residential use of land. Currently, planners and the American courts justify land use control not for the protection of the individual but for the benefit of the entire community. An American planning authority explains what has happened in the United States in regard to the understanding of the purpose of zoning laws this way:

In the early days of zoning, when ordinances were adopted to keep a gasoline station out of a residential district, it was understandable that zoning should be considered negative in character. . . . As time goes on, however, and as the zoning process has been refined, it becomes increasingly important that the zoning ordinance be used as one of the tools to give effect to a community plan. . . . Fundamental to any sound zoning is a comprehensive development plan for the area involved. . . . To be effective, the total community plan must always be kept in mind, and any zoning ordinance and any zoning administration which thinks only in terms of the single piece of property being considered, or its immediate environment, is likely to be doing a great dis-service.⁷

Subdivision Control

Subdivision control is a tremendously important duty which will probably be assigned to you specifically under most Town Planning Acts. Your power here is very great indeed and, of course, it follows that your responsibility to your community is correspondingly heavy. Once again, a first step is to acquaint yourself with what it is you are supposed to do, and then do it fearlessly and fairly to all concerned. Once again, a second step is to acquaint the people in your area with what it is you are doing and enlist their support. And, once again, seek technical assistance because there is a lot about modern subdivision control that both you and the public generally should know.

Some idea of your potential power as a regulatory body charged with the responsibility of controlling subdivisions in your community can be gained by looking at what is being done in the Province of Ontario today. There, typically, a subdivision will not be approved by a Planning Board until all sorts of services have been supplied for the subdivision at the expense of the new home-owners. Paved streets, sidewalks, ornamental trees, street lights, land for parks and schools—all these things, and many more may have to be provided by the subdivider before approval of his subdivision can be obtained. Of course, the cost is passed on to the home-owner and, as a result, the cost of individual lots becomes very great indeed.

I am not saying that control to this extent is a good thing, but it does indicate how far you may be able to go within the law, if you want to. Whatever controls you decide to put on subdivisions in your area—size of lots, size of streets, provision of services, and so on—please keep in mind that so long as what you are doing is clearly in the public interest, for the benefit of your community as a whole, there is very little in our present law to stop you doing it.

Even under the, perhaps, more stringent provisions of the American Constitution, a leading American planning authority and lawyer, Alfred Bettman, said this to the American people who, like yourselves, were charged with responsibility over controlling town growth and development:

Be sure you are right, then go ahead. There is nothing in the nature of American constitutional law [and I say it is the same in Canada] which should produce timidity or the palsy of effort by fear of constitutional difficulties. The American Constitution is sufficiently beneficent and wide-armed to receive within its protection whatever is morally and intellectually justifiable and really needed for the public welfare.

That is the spirit in which you should exercise your subdivision control powers. Because the law of subdivision control, as of planning generally, is still in its infancy, you may not always be sure of how far you are entitled to go. You will encounter many difficult problems. But as long as you are honest and intelligent in what you do, you need not fear that the law will restrict you in your efforts on behalf of your community.

1. J. B. Milner, *An Introduction to Master Plan Legislation*, (1957), 35 Canadian Bar Review 1125, p. 1142.
2. J. B. Milner, op. cit. supra, p. 1148.
3. Gerald A. P. Carrothers, *Planning in Manitoba*, 1956.
4. J. B. Milner, op. cit. supra, p. 1132.
5. Extracts from *The Master Plan of Berkeley, California*, pp. 15-21, Planning Commission (1955), reproduced in Charles M. Haar, *Land-Use Planning* pp. 91-94. The extracts are, generally, an accurate reproduction except that, for the purposes of a speech, I have omitted the word "Berkeley" where it appeared and substituted "City".
6. J. B. Milner, op. cit. supra, pp. 1171-2.
7. Walter Blucher, quoted by Horack & Nolan, *Land Use Controls*, p. 64.

This article was adapted from a speech by R. G. Murray, Q.C., Professor of Law at Dalhousie University; it was delivered to the Nova Scotia Planning Conference, April 1960.



THE NATION'S CHILDREN

by Jackie R. Hoag

"Is the symbol of America's youth the duck-tailed crooner, or the gun-toting cowboy or the leather-jacketed hoodlum? This is what the United States means to many in foreign lands. Are you willing to accept this as the standard of our culture?"

This was the challenge flung out to over 7,000 delegates attending the 1960 White House Conference on Children and Youth, in March. Representatives of 550 organizations joined with educators, scientists, judges, religious leaders and delegates from 73 other nations to examine the entire environment of America's children. Twelve hundred teenagers from a variety of backgrounds brought their points of view to the Conference.

Discussions were not limited to the mythical "average American child"; the needs of many types of children

were examined — the bright child, the slow learner, the retarded, the physically and emotionally handicapped, children of immigrants, children of separated parents, problem children, children of various races and colours. Their needs were related to the existing services and conditions — education, recreation, public and private health and welfare agencies, cultural opportunities, homes, employment opportunities, spiritual and moral training, politics, science, freedom of mobility and opportunities.

As the representative of CPAC, I was assigned to the Forum on Physical and Social Planning. It was soon evident that we knew more about the needs of our communities than the methods of fulfilling them. But one point emerged above all others: Planning *for* people must be replaced with Planning *by* people. If we are to plan intelligently and economically, if we are to avoid the delaying action so often experienced from both lay and administrative bodies, the citizens of the community will have to become an active and integral part of the planning process.

The first observation of our Forum report reads: "Community Planning for the world around the young needs to be comprehensive planning by citizens, with the aid of technical staff, and with intermeshing of social and physical aspects. Citizens of each community have the responsibility for deciding which combination of public (federal, state and municipal) and private resources will best meet the needs of its children and youth. Coordination needs to be both horizontal and vertical."

We must recognize the potential skills to be found in the residents of our communities and utilize them in determining our physical and psychological environment. The greater the participation of our citizens, and the more varied the contribution of our creative people, the richer and more beautiful will be the result.

This is not an easy thing to achieve, and a number of speakers criticized the apathy that is current in American affairs. There is a lack of citizen participation in what should be the normal responsibilities of a democracy.

Too much, too easy, too soon

Theo. J. McGee, an attorney, deplored the change in "our dominant values." "We get more for our tax dollar than for any other expenditure we make, yet we complain loudly about the tax burden and say nothing of its benefits. At the same time we spend staggering amounts of money for the superficial, and even the harmful things of life. The public attitude toward taxation is a measure of its immaturity. We have accumulated an abundance of 'things'. We suffer from too much, too easy and too soon, at the expense of our ethical standards."

Mr. McGee commented on beauty in our cities. "Beauty and orderliness inspire better conduct," he emphasized. He compared the beauty of many European cities with the ugliness of most American cities and made the following thought-provoking comparison: New York had 300 homicides in one year while Washington had 116; in the same year, London had 35 and Amsterdam 3. Trees, flowers and open space relieve the noise and turmoil of our downtown areas. "Let us demand more of it. Let us make sure that our children have open space in which to play, and not dusty, dirty back lanes. Our communities are what *we* make them. They are a reflection of the character of the people who live in them."

Other observations

The report of the Forum on Physical and Social Planning made several other observations which are listed, briefly, below:

The second observation of our Forum reads: "At the present time, community planning frequently fails to be comprehensive; is segmented, piecemeal. There are, however, notable exceptions. Citizens sometimes proceed without adequate, or even without any, professional guidance from physical and social planners. Planning experts, on the other hand, sometimes impose their own views on citizens, without sufficient regard for the fact that planning, to be effective, must be *by* the people. Minority groups are rarely adequately represented. This

should be corrected. Neighborhood needs must be integrated into the over all community effort and plan. Therefore, neighborhood groups and centres should be encouraged to participate."

"Planning should be based on the needs of ALL children, regardless of where they live, or of race, color, creed, economic or social situation. At the present time, the needs of certain groups — children belonging to minority groups, children in multi-problem families, children born out of wedlock — are frequently not given full consideration. Needs of all segments of the community also need to be considered in comprehensive planning; this is not an actuality in most communities."

"It is the right of every child to live as one of a secure family group which is part of a wholesome community with all essential health and welfare services and physical facilities. (Urban and Rural opportunities not comparable.)"

"Planning should strengthen family ties. It cannot do so when essential services are weak, poorly coordinated or lacking."

"Children and youth and their families should have the opportunity to move freely within the U.S. to seek the condition best suited to their needs. Such mobility should not deprive them of essential services or physical facilities. They should have opportunity also for vertical mobility determined by their talents, interests and skills. Minority and economically disadvantaged groups at present have only limited opportunity for mobility of either kind."

"Evaluation of needs is an essential step in community planning. Periodic re-appraisal of services and physical facilities should be made to make sure these still meet community needs."

"Emphasis upon cultural objectives is an important element of a community planning program directed to

the improvement of the urban community environment. Planning should include the objectives of orderly and beautiful land planning facilities. Good civic design requires the skills of planners, architects, landscape architects and artists."

"The Federal Aid highway program under way in co-operation with state highway commissions throughout the United States should be coordinated in urban communities with the official city and metropolitan area plan which it affects, to avoid conflict with, and destructive impact upon, local plans and to contribute to carrying out of Urban Renewal programs and comprehensive community plans."

These, very briefly, are some of the recommendations of the Forum on Physical and Social Planning. Reports of the preconference surveys on facilities presently available have been published under the title "The Nation's Children" in three volumes: "The Family and Social Change"; "Development and Education"; "Problems and Prospects." Another publication "Focus" outlines the work of the participating National Organizations and a fifth book "The States Report" is a useful comparison of the services available in the various States.

The results

What will the Conference accomplish? That will depend on the dedication and zeal of the delegates. Certainly much is expected of them; they could, if they wish, change the personality of America.

Community planning is only now coming into its own. We have learned, through trial and error, through tremendous waste, and costly repetition, that planning must be comprehensive; it must look to the future. The youth of North America present a challenge to both American and Canadian citizens. The next ten years will prove whether we have the courage to accept it.

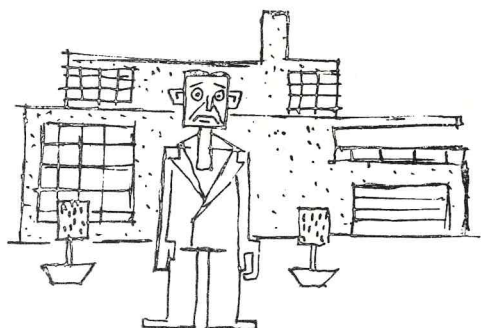
VILLE? CAMPAGNE?

par Jean Canaux

... J'ai décidé, une fois pour toutes, que les personnes qui s'intéressent à l'urbanisme sont mes amis. . .

Nous faisons des plans, qui s'appliquent à des hommes de toutes professions, de toutes natures, de tous tempéraments, de tous caractères, et nous composons pour eux un milieu. Voilà notre rôle.

Mais, vous avez bien entendu déjà évoquer le mot de Churchill: "We shape our homes, but then, our homes shape us".



Eh! bien, ce n'est pas vrai seulement de nos maisons, c'est vrai de tout l'environnement, si bien que, puisque nous allons composer un milieu qui va influencer ceux qui y vivront, ne convient-il pas de se demander vers quelle sorte d'hommes nous cherchons à orienter nos contemporains? Oh! ce n'est pas sur le plan philosophique peut-être qu'il faut aller se placer et cependant, je n'en suis pas certain. Je n'irai pas jusqu'à détailler tout ce que devrait être l'homme idéal, nous aurions dans la salle ici des personnalités qui seraient mieux qualifiées pour aborder ce sujet. Je n'irai pas jusque là.

Néanmoins, je voudrais me permettre une petite incursion préalable dans ce que l'on pourrait appeler l'économie, mais . . . l'économie au sens noble. C'est peut-être aborder le sujet par un biais . . . ayant quelque patience, nous arriverons peut-être à nos fins tout de même.

Produits de consommation

La plupart du temps, dans le passé, dans le passé très lointain, les hommes étaient d'abord préoccupés de leur

subsistance et, préoccupés par conséquent, de tout ce que l'on peut appeler les produits de consommation. Se les procurer, en avoir en réserve même au besoin, était leur préoccupation majeure. Certains hommes en sont restés encore à ce stade-là. D'autres sont allés plus loin et ils ont inventé, découvert, utilisé d'autres sortes de produits. Les premiers en effet, les produits de consommation dont je vous parlais à l'instant, sont ceux qui disparaissent lors de la première utilisation qu'on en fait; ce sont les aliments, ce sont les carburants, les médicaments, les explosifs etc., ce sont aussi, dans les temps plus récents, tous les semi-produits qui disparaissent dans des produits plus élaborés dont ils deviennent un élément, sacs de ciment, briques, poutrelles par exemple, dans la construction. Voilà des produits de consommation. Il est indispensable de pourvoir à leur renouvellement perpétuel.

Produits d'usage

On a accédé à un stade ultérieur, à une deuxième sorte de produits. Et ceux-là ne disparaissent pas d'un seul coup quand on les utilise plusieurs fois avant que, progressivement, ils ne disparaissent. Ce sont les vêtements, les meubles, les constructions, les automobiles, les machines-outils de toute nature etc., la liste en serait très longue. Comme leur remplacement en général ne va pas sans amélioration, il s'agit de savoir dans quel délai ils seront amortis. De plus, ils posent des problèmes de pièces détachées, d'alimentation des machines en produits de consommation etc. Ce sont les produits d'usage. Je ne vais pas vous faire un cours d'économie politique, rassurez-vous.

Produits de jouissance

Voilà donc deux sortes de produits et, à bien des gens, il apparaît que ces deux catégories épuisent le sujet. Je crois pour ma part qu'il n'en est rien et d'avance, vous en êtes bien persuadés, si vous avez quelque peu réfléchi à cette question. Il y a, en effet, une troisième sorte de produits et ceux-là ne s'usent ni ne se consomment. Ce sont ceux que j'appelle les produits de jouissance. Leur

manière d'être utile c'est d'exister et que l'on en jouisse. Ce sont les produits intellectuels. Je veux parler de tous les résultats de la science et de l'art en prenant ces deux termes au sens le plus général, c'est-à-dire, aussi bien une théorie scientifique qu'une loi, qu'un tableau de maître, une sculpture, un film. Tous ces produits comme vous le constatez, on les utilise, mais ils ne disparaissent point. Par conséquent, ils constituent la seule et véritable épargne, puisqu'aussi bien, les autres disparaissent plus ou moins rapidement.

De ce point, on peut faire deux déductions: la première, c'est que les produits de jouissance constituant la véritable épargne et durant en principe indéfiniment, c'est vers eux que doivent aller le maximum de nos efforts, et les autres n'apparaissant alors que comme les moyens d'y parvenir. La seconde conclusion, et j'approche alors de l'essentiel de mon sujet, c'est que puisqu'ils ne disparaissent pas, puisque, plus on les utilise et plus ils servent, tout le monde, et c'est bien logique en veut sa part. Je prendrai un exemple très simple; les connaissances d'un professeur. Est-ce que, en les communiquant à ses élèves, il en perd quoi que ce soit? Bien au contraire, il est obligé de s'accroître lui-même pour mieux les communiquer à ses condisciples. Donc, tout le monde veut sa part de ces produits-là, tout le monde se précipite vers eux pour en profiter. Où sont-ils donc élaborés? Eh! bien, puisqu'il s'agit, précisément de produits d'ordre intellectuel et qu'un homme seul ne saurait être suffisant pour les produire, c'est vers l'homme en société que l'on doit se diriger pour les trouver. L'individu, la personne, plus exactement, trouve son épanouissement dans la société. La société, elle, bien évidemment, trouve sa matière dans les personnes.

Produits de jouissance et ville

Où donc ces produits sont-ils élaborés? C'est dans les endroits où la géographie, l'histoire ou l'économie ont conduit les hommes à se rassembler. C'est par conséquent en majeure partie dans les villes. Et inconsciemment, c'est bien pour atteindre ce but que les hommes s'agglomèrent de plus en plus dans les villes. On croit, parfois, qu'ils se précipitent vers les cités pour avoir des salaires plus élevés, pour avoir des distractions. Ceci n'est qu'une apparence. En fait, on constate par exemple, qu'un ingénieur, avec ses enfants, si on lui offre deux postes

différents, l'un bien isolé où ses enfants ne pourront pas trouver l'éducation nécessaire, l'autre dans une ville où ses enfants pourront être instruits, il choisira le second poste. On voit également bien des parents penser à l'avenir de leurs enfants d'une autre manière, et se diriger pour eux non pas vers les sommes d'argent, mais vers ce qui demeure, vers des connaissances, et c'est d'autant plus vrai si ces connaissances ouvrent des portes plus nombreuses, c'est-à-dire s'il s'agit de culture générale.

La ville, un cerveau de cerveaux

C'est pourquoi je suis persuadé que notre civilisation, au moins pour de nombreuses décennies encore, sera une civilisation urbaine, et que le véritable habitat de l'homme, le véritable champ où l'on cultive la matière grise, c'est la ville. Resterait à savoir comment concevoir la ville, mais c'est une autre histoire, car nous sommes pour l'instant sur le plan général, ou en tout cas, régional. La ville doit donc devenir dans cette perspective le lieu où se fabrique la matière grise, où les hommes s'agglomèrent pour un travail en commun. La ville devient un cerveau de cerveaux. Et ceci fournit, je crois, à l'urbaniste ses critères essentiels. Mais ce n'est pas seulement à l'urbaniste que les critères sont fournis, les hygiénistes et les médecins y trouvent aussi des directives car dans les villes, actuellement, les conditions d'hygiène élémentaire sont satisfaites. La santé commence, dans certaines nations civilisées au moins, à être meilleurs dans les villes que dans les campagnes. C'est au point que les villes sont en train de gagner la bataille biologique. Il y a bien peu de temps encore, la ville c'était une accumulation de taudis, c'était l'immoralité, c'était le lieu où venaient se dégrader les enfants de nos campagnes, c'était le lieu du banditisme, de la tuberculose, de la syphilis, bref, c'était l'enfer.



Mais nous avons dépassé ce stade-là, au moins dans les pays les plus avancés. Et la bataille biologique est gagnée: Les villes ne grandissent pas seulement de l'apport démographique des campagnes, elles grandissent de l'accroissement de la population urbaine elle-même. Il faut bien mesurer l'importance de ce phénomène.



Produits de consommation et d'usage

Je suis donc persuadé que l'habitat futur de tous les hommes est la ville. Tous les hommes? me direz-vous, mais qu'allez-vous faire des campagnes—Eh! bien, précisément, à mon sens, les campagnes sont les lieux où vont s'élaborer les deux autres sortes de produits dont nous parlions tout à l'heure: Produits de consommation et produits d'usage.

D'abord, parlons de l'industrie. En général, elle fournit les produits d'usage et une partie des produits de consommation, ceux qui disparaissent précisément dans les produits d'usage lorsque ceux-ci sont constitués. Que s'est-il passé au cours des siècles derniers, en ce qui concerne la localisation de l'industrie? Tout d'abord, l'industrie était constituée de très petites unités de fabrication; l'artisan constituait avec le commerçant, avec le professeur, l'essentiel de la ville. Les villes étaient des lieux de fabrication d'objets et des lieux d'échange de ces objets. Nous avons vu que cette conception peut être hardiment dépassée. Et en effet, dans la pratique, c'est bien ce qui s'est produit, car au fur et à mesure que les unités de fabrication grandissaient, l'artisan devenu chef d'atelier a dû émigrer du centre de la ville. Bien sûr, la ville, en grandissant, a souvent rattrapé les faubourgs et les a de nouveau noyés dans le tissu urbain. Mais, à nouveau, l'industrie a été amenée à se déplacer pour s'agrandir, pour se transformer, et de ce fait elle a

été obligée d'aller plus loin. Ainsi sont nées les banlieues industrielles, les zones industrielles, au voisinage des villes. Mais déjà, on peut le constater dans le monde entier, un mouvement des plus grosses industries se produit vers des lieux où les terrains sont moins chers, et où peut jouer la souplesse obligatoire de l'industrie devant une invention nouvelle, un marché qui s'ouvre ou qui se ferme. Et c'est dans les campagnes, en définitive, que s'installent les industries. Malheureusement, pour l'instant, faute de mesures suffisantes, la ville les rattrape là encore, ou bien de nouveaux quartiers résidentiels viennent s'y agglomérer et c'est aussi fâcheux pour l'industrie que pour les habitants.

Double semis

La répartition la meilleure est donc un double semis: un semis de villes et un semis de zones industrielles, noyées dans le tissu intersticiel qu'est la campagne agricole, elle-même différenciée, car au voisinage des quartiers résidentiels, il convient que les produits maraichers soient en plus grand nombre que les céréales par exemple.

Comme vous le voyez, les urbanistes ont découvert depuis longtemps cette sorte de zonage. Ils avaient déjà confiné les industries dans des zones industrielles. Ils avaient déjà souligné à quel point il est bon que dans les quartiers résidentiels on ne trouve pas les nuisances de l'industrie. Ils avaient aussi pensé à différencier à l'intérieur des villes et à des échelles différentes, les "espaces verts", thème de votre réunion. Et en effet, ces "espaces verts" il faut les retrouver à tous les échelons. D'abord, à l'intérieur du tissu urbain, au coeur même des villes; ensuite à l'échelon régional dans les quartiers suburbains, ou le long des grandes voies. Et même, mais à cet égard, au Canada, vous êtes déjà bien munis, il faut des parcs nationaux, exemple d'un zonage à plus grande échelle. En effet, nos villes ne sont pas encore ce qu'elles doivent devenir et il faut bien, de temps en temps, retrouver des lieux où la densité de population est moindre, où l'on peut jouir la solitude, se retremper dans la nature qui nous redonne les muscles, les poumons, le sang et les neurones de la jeunesse. Tous ces espaces verts, je les appellerai par conséquent volontiers les zones de récréation, ce qui se rapproche évidemment du mot récré-

ation, mais exprime mieux ce que je veux dire. Et ces zones de récréation prennent un tout autre caractère à nos yeux, maintenant que celui qu'elles revêtaient jusqu'alors. Les forêts, la surface des eaux, les montagnes, l'homme les avait transformées en lieux de production. Les forêts devaient produire du bois. Les eaux courantes devaient produire du courant électrique avec l'aide des montagnes. Eh! bien maintenant, l'optique doit être différente: le bois, les kilowatts, c'est secondaire. Ce qui compte, dans ces zones-là, c'est l'homme et sa création.

Ambassadeurs de l'avenir

Voilà en gros comment j'imagine le schéma d'une région. Je n'irai pas jusqu'à dire que nous avons atteint ce stade, mais nous sommes les ambassadeurs de l'avenir, nous sommes là pour prévoir et composer un milieu non pas pour aujourd'hui, non pas même pour demain. Nous devons pousser devant nous une tranche importante d'avenir, c'est cela notre rôle essentiel. C'est de cela que nous sommes responsables.

Nous avons d'ailleurs, à cet égard, mesuré cette responsabilité au fait que, depuis toujours, l'homme se

préoccupe de plus en plus de son avenir. Mais aujourd'hui, si l'avenir de chacun peut bien être imaginé par chacun, il sent bien que le projet qu'il fait pour lui ou pour sa famille risque fort d'être contrecarré par les projets que font les autres. Quand on veut jouer un concert, les exécutants doivent s'exercer ensemble. Aussi faut-il non seulement un chef d'orchestre, mais une partition. Pour écrire la partition, nous devons maintenant faire appel à tous ceux qui peuvent nous aider et surtout, faire appel à tous ceux qui vont la jouer, car, en définitive, chacun y aura sa partie à jouer. La science, puisqu'elle est chargée de découvrir des lois, est bien par nature chargée de nous aider à fabriquer l'avenir, car elle va nous dire ce qui a le plus de chance d'arriver, compte tenu des conditions initiales. Fabrication de l'avenir en commun, tel est notre but et nous devons nous lancer hardiment vers l'avenir.

Cet article est tiré d'une causerie prononcée lors du Congrès Provincial de l'Association Canadienne d'Urbanisme, Division de la Province de Québec, qui a eu lieu à Trois-Rivières (P.Q.). M. Jean Canaux est l'urbaniste en chef au Ministère de la Reconstruction en France, et le président de la Fédération Internationale pour l'Habitation, l'Urbanisme et l'Aménagement des Territoires.



Drawings by
HARRY MAYEROVITCH

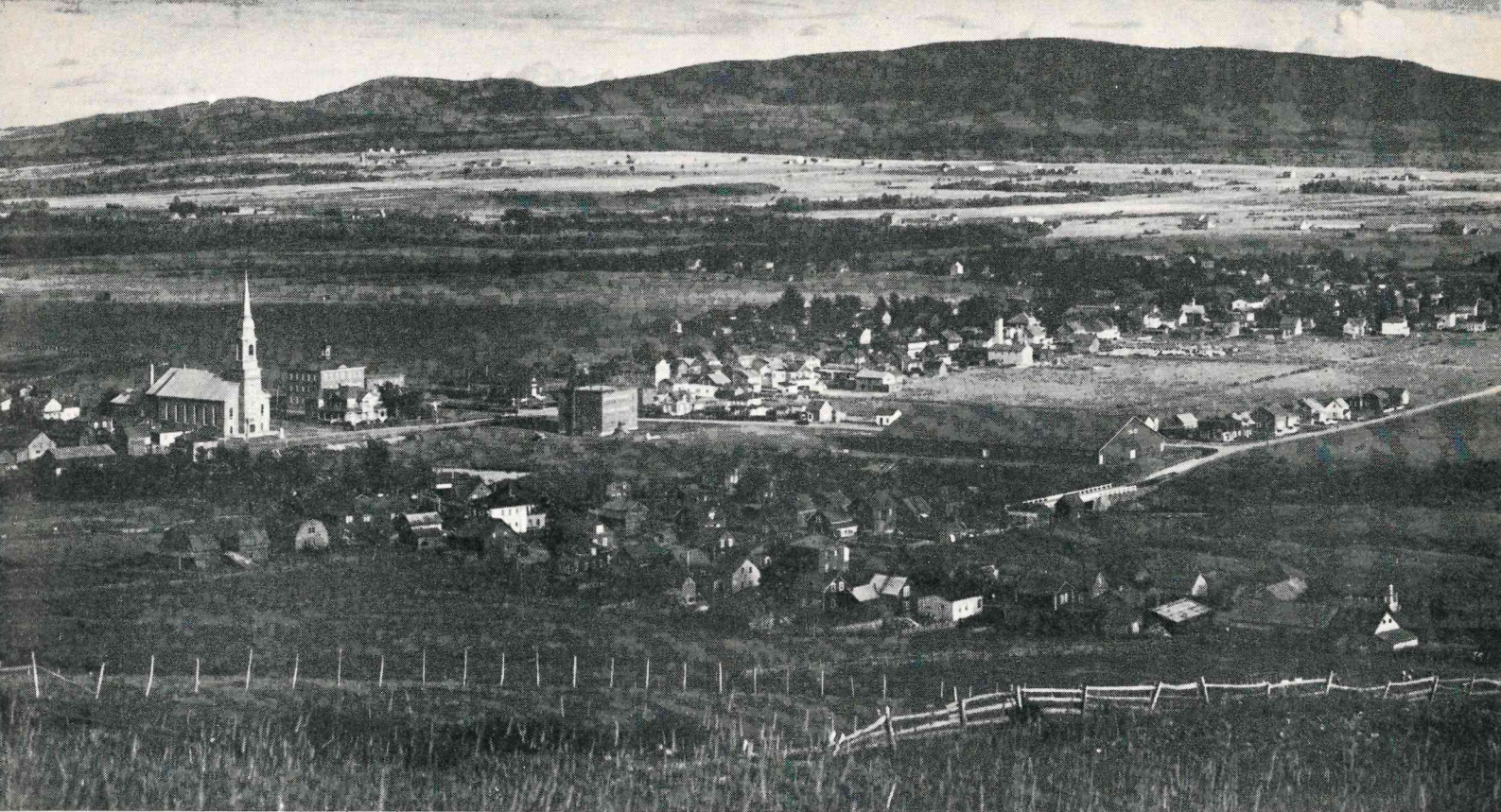


some smaller towns

The theme of the 1960 National Planning Conference is "Planning for Smaller Communities". On these pages we present some examples of the beauty and tranquillity to be found in parts of the smaller communities of Ontario and Quebec. In future issues we will publish pictures of towns in the other provinces.

The two pictures on this page were taken in Perth, Ontario.

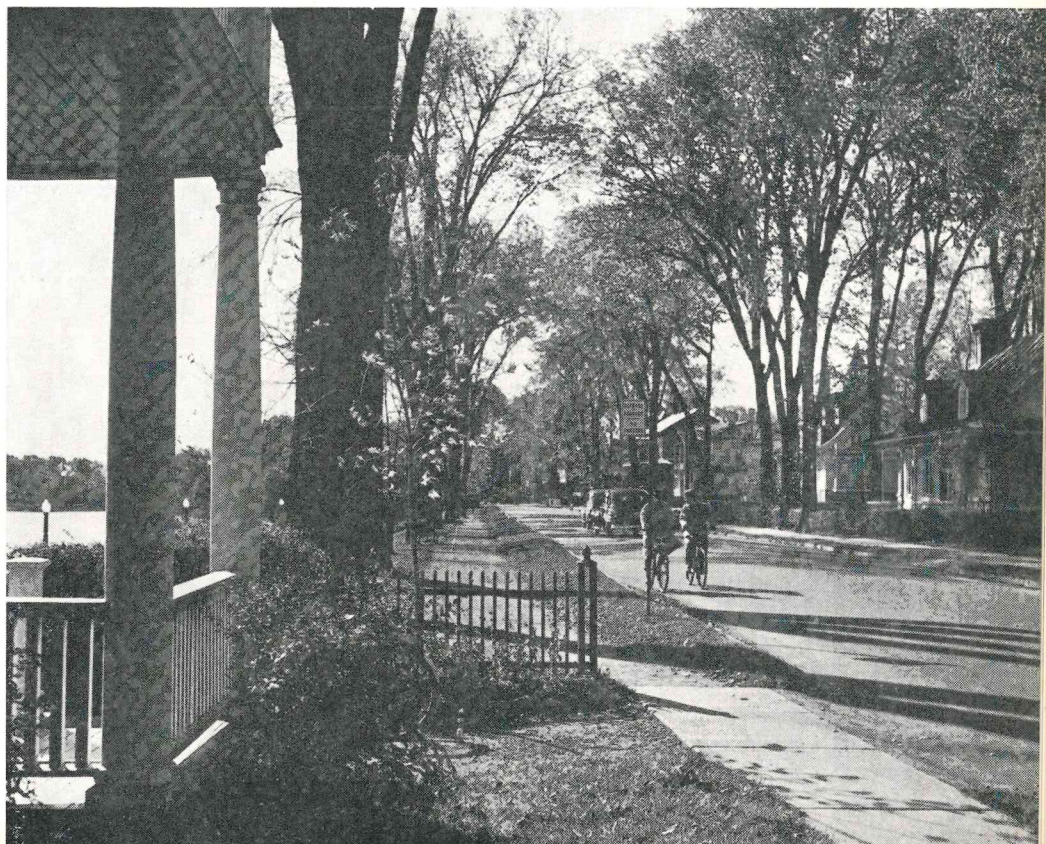




Top: an aerial view of Sayabec, Quebec, a small community south of the St. Lawrence River, 27 miles east of Mont Joli in the Matapedia Valley.

Opposite: one of the picturesque residential streets in St. Hyacinthe, Quebec, on the banks of the Yamaska River.

Photo credits appear on page 40.



PLANNING and PROMOTION

P. D. McGovern

The public attitude to planning will improve when planners and planning boards play a forceful role in attracting the right kind of industry to their community.

In spite of the notable improvement in recent years in the public understanding of the aims of community and regional planning there is still a widespread opinion that "planning" means little more than the restriction of physical development. To most people the planner is the person who devises and enforces rigorous standards and controls on the private development of land. This is almost enough to place the profession on the black-list of un-Canadian activities, and it is certainly an obstacle to the general acceptance of community planning as a necessary and desirable part of government. Persistent efforts are, therefore, necessary to remove the popular misconception of the planners' function.

There is, of course, plenty of excuse for the public's failure to appreciate our aims. The frustrations of zoning, subdivision controls and development permits are immediate and obvious while the benefits are less certain and perhaps a long time coming. But, let's face it, planning is felt to be restrictive because it is very rarely anything else. Few indeed are the municipalities who willingly accept any suggestion of using available powers to encourage development of the right kind in the right place, or of considering physical development as a means of achieving various economic or social goals. Generally the planning function is considered (if at all) in essentially negative terms — the philosophy being "let's keep the bad development out". At best this is a short-sighted, arbitrary and beggar-my-neighbour policy, and in any case one not likely to raise much enthusiasm.

In order to gain wider public support we have to show that it is by no means certain that the pace of development would be retarded by physical controls and standards, and highly unlikely that a community could be any worse off in the long-run. But at the same time we should seek to divert attention from the restrictive side of planning by discussing and publicising the potential achievements of a positive planning policy for community development.

Positive Planning

The motto for such a policy might be "Let's get the good development in". Admittedly this implies a discriminatory approach, but there is nothing wrong with that if it is based on an objective and comprehensive survey of the community's needs. Obviously in stressing the need for a shorter and more apparent link between planning and the encouragement of development there is no need to deny that some types of development are more worthy of encouragement than others. Fast rates of growth are common to most parts of Canada, and there is little need for governments to take active measures to speed the over all pace of development. However there is a real need, even in rapidly growing communities and regions, for measures to encourage certain types of development which are lagging behind.

Most of us will immediately think of public utilities, parks, schools etc. — the physical facilities which private enterprise does not normally provide. But perhaps this is an unduly narrow view of community planning, and

perhaps, while continuing our attempts to convince people that these things are worth paying for, we should also show that planning authorities have the right, the ability and the inclination to do more than this. Instead of restricting ourselves to residuals let us also be concerned with various pump-priming techniques which will on the one hand supplement private endeavours to attract development, and on the other hand improve on their results.

There can be little argument that such measures are needed in spite of the economic boom and the fast rate of building. In a culture in which the bigger is believed to be the better, quantity often takes first place to quality, and rates of growth are given more consideration than rates of improvement. Our communities are intent and in most cases succeeding in becoming larger, but few of them can show any definite net increase in social welfare and economic security let alone any improvement in their appearance or in the adequacy of their public services.

Positive planning by public authorities is as necessary in a rapidly-growing, free-enterprise type democracy as in any other system, simply because there are no quick and easy profits in improving the physical, economic and social quality of a community. These three aspects are all entitled to be called development, and our tendency to concentrate on physical matters should not blind us to the inter-relationships between, for example, building, employment and welfare.

If it is desirable that the public should associate planning with development rather than with frustration, and if they are not apparently doing this as a result of our endeavours to improve the quality of physical development, maybe it is time to concern ourselves more directly with economic and social improvement. *We* might feel that this is what we are aiming at in seeking to improve the physical environment, but the connection between our restrictive by-laws and the well-being of the community or region is too obscure for most people to appreciate. By redefining our aims in broader terms, and by abolishing the dichotomy between physical and other planners, we might stand a better chance of achieving our ultimate goals more quickly.

Selective Expansion

Planning authorities might further the economic development of their areas, and in doing so earn for public action some of the kudos which accrues to promotion groups — whether or not they are conspicuously successful. However, here again there is probably no need, and in many instances there would be no excuse, for public promotion activity to do exactly what private groups may be doing. The aim should be to go one better — to show how the planning approach can provide more reliable pointers to the appropriate promotional aims and measures which might bring most benefit to the community. At the moment, apart from a few notable exceptions, promoters rely on the art of deception, while the professional planner stresses his disinterested attitude. Neither of these extremes is capable of promoting anything, but a fusion of the drive of the promoter and the techniques of the planner might benefit both of them, as well as the communities they serve.

This is particularly desirable in connection with industrial development. Planners concern themselves with forecasting the amount of industry which may come to their area, but rarely consider the extent to which this meets the area's needs. Promoters also are apt to ignore this in their strenuous attempts to attract anything and everything, an approach which reflects the general feeling that any development is good development, and any industrial development is better still.

Every community is striving to be a Pittsburgh, and every region a Ruhr, with one thing in mind — a broadening of the tax base. However, it is doubtful whether even this limited aim is properly served by extending an open-hearted invitation to industry in general. If we think in terms of the net benefit to the area from industrial development, namely, the balance between the increase in revenue which it brings in and the various costs which it may give rise to, obviously some industries are more beneficial than others. This suggests that, while continuing to welcome any industry which may come to the area, special inducements and publicity should be reserved for, and aimed at, a carefully selected group.

By pursuing more actively the idea of selective expansion public authorities could usefully supplement private promotion activity, and perhaps eventually help to change the emphasis from quantity to quality in its widest sense. Professional and lay planners as the advisers to public authorities on development matters should push the idea of selective expansion, and show what it means and how it could be implemented.

The first necessity is to clear our minds of the limitations which we voluntarily place on our activity, to admit to ourselves, and argue to others, that the right kind of industrial development could do much more for our communities and regions than simply add to their tax base. The ideal should be to attract industry which will also help towards the achievement of one or more of the following generally desirable aims — fuller employment in all seasons, employment for specific age or sex groups, stability against cyclical depression, and flexibility in a changing technology. These few examples from the long list of possible aims which might be pursued are sufficient to show that the concept of selective expansion provides as much scope for promotion activity as does the conventional open invitation to all and sundry. The difference is that we stop to ask what development is for, and to what extent it meets long-term and wider needs.

To answer these questions a careful and comprehensive economic survey is required. This should be part of a continuing program of economic and social research undertaken as a matter of course by any planning board, and the staff of such a board should also, as a matter of course, include someone capable of carrying out this survey. To a person with the appropriate basic training, it is not a very difficult task to analyse the economic structure of the area in order to decide the deficiencies of the local economy, the industries which are needed, the feasibility of attracting them, and the inducements which might be offered. Such a study need not cost very much nor take very long, because even a superficial study carefully done would tell us more about our communities and regions than anyone knows at the moment. There is in fact a ridiculous imbalance between the amount of money spent on promotion and that spent on the foundations of promotion policy, and between wishful prayers for the coming of industry and positive

actions to attract it. Consequently an economic survey which provides some of the answers to some of the questions would be a step forward, and the potential value of this step far outweighs the difficulty of taking it.

Rating Scales

It is a straightforward matter to establish whether or not there is a problem of acute unemployment seasonally or in specific age and sex groups, or whether the area is particularly vulnerable to cyclical unemployment, or particularly dependent on one type of industry, declining industries or strike-prone industries. It is also fairly easy to decide what types of economic development would help to overcome the various deficiencies. One possible method is to draw up a rating scale whereby each potential industry is judged by various relevant criteria, and those which gain the highest number of points are ipso facto those most welcome. The value of this approach depends on the adequacy of the rating scale, but it would be foolish to spend much time on perfecting this when all we are after is something more rational and wider in scope than the present system.

Two examples of rating scales may be of some interest at this point. The first was used in an application of the concept of selective expansion to the Cincinnati Metropolitan Area.¹ In that study every employment group (service, trade and government, as well as industry) was awarded one, two or three points according to the extent to which it satisfied the following criteria:

Use of skilled workers

High average annual wage or salary

Proportion of employment receiving \$2500 or more

Seasonal stability

Cyclical stability

Use of older workers, female workers, Negro workers.

The results showed that, by these criteria, most governmental and other service activities would bring more benefit to that particular area than industrial development, and that the most beneficial industries would be, in order, petroleum refining, printing and publishing, office and store machinery, and bakery products.

A further example is found in a report on the post-war planning problems of the English West Midlands.²

Here in addition to rating industries by their potential contribution to the stability and the level of employment, and by the type of labour they would employ, strong emphasis was placed on the desirability of attracting industries which would be linked in one way or another with industries already in the area. From this point of view suitable types were:

Industries performing one or a few processes in the middle of a succession of processes performed locally;

Industries serving a number of local industries;

Industries producing parts or accessories for a local assembly industry;

Industries using processes, services or skills available locally.

The differences between these two studies illustrates the obvious point that every area needs a rating scale which takes into account its special problems and unique characteristics. But this should not blind us to the universality of some problems and the similarity between places and peoples; less affluent planning boards may be able to make use of a modified version of a rating scale developed by some other group. Similar help may be obtained in connection with the third step, namely the feasibility of attracting those industries which the survey has shown to be most desirable. This is a more complex matter, which calls for a study of the comparative costs of producing the particular goods in the area and in alternative locations, but experience in other areas and the growing body of industrial location theory may offer some clues to the factors which are most likely to influence the location of the industries under consideration.

However, even if it appears that certain industries might not be attracted by the "natural" advantages of the area we do not necessarily have to forego them. For the argument is that a prime function of public bodies, even in a private enterprise economy, is to influence by indirect means the distribution of economic activity so as to better meet various economic and social needs. In any case, the "natural" distribution is in fact the outcome of a multitude of unco-ordinated, and often contradictory, interventions by public and private bodies, and any suggestion that additional public promotion activity

would be "disrupting the free-play of natural economic forces" is just sheer nonsense.

Attracting Industry

Finally, what are some of the measures which might be advocated by community and regional planners to encourage the most desirable types of industry to locate in a particular area? Our usual assumption is that, other things being equal, industry will be attracted by a well-planned physical environment, and certainly a rational distribution of land use and traffic flow may be expected to reduce the cost of land and transportation and possibly other important factors. But this is merely a round-about way of making the area more attractive to industry in general, and it is far too vague, blunt and slow for the positive and selective approach which seems desirable. The planner's armoury needs new weapons, sharper, more powerful and more specialized than the conventional ones; weapons which could be more obviously aimed at immediate and important reductions in manufacturing costs.

Generally it will probably be wiser for public funds at any rate to be used for the reduction of establishment costs rather than running costs. Only in special circumstances would it be desirable for a public authority to shoulder the burden of a permanent subsidy to bring an otherwise uneconomic operation to its area, and consequently we should fight shy of such inducements as tax concessions or special water or power rates. On the other hand, measures to reduce the capital cost of establishing a plant in an area (grants from development funds, low-cost land in redevelopment areas, and the leasing of land and buildings in serviced industrial estates) are a "once-for-all" grant to each industry.

Such inducements are already being used by various private promotion groups and a few public bodies, but they could be used more frequently, more forcefully and more selectively. If the regional or local economy needs certain types of industry for one reason or another, and if there is a chance that these could be attracted by minor modifications to an already highly artificial economic environment, then there is everything to be said for reserving these, and possibly other special induce-

ments, for those plants which would best meet the established needs.

Much could be written about the appropriate scale for promotion activity such as that outlined in the above paragraphs. Ideally it should be undertaken by metropolitan or regional bodies rather than by public or private groups acting on behalf of smaller areas; but, where there is no larger organization, it would be better to have individual communities act in the way suggested than that no action should be taken at all. In any case, much effort and money is being spent at the community level on various promotion measures with limited or even mistaken aims in view; at this, and every other level, there is a need for some group to stress the advantages of selective expansion. This is an appropriate function for community and regional planners and their supporters, as the people most intimately concerned with the quality of development.

Conclusion

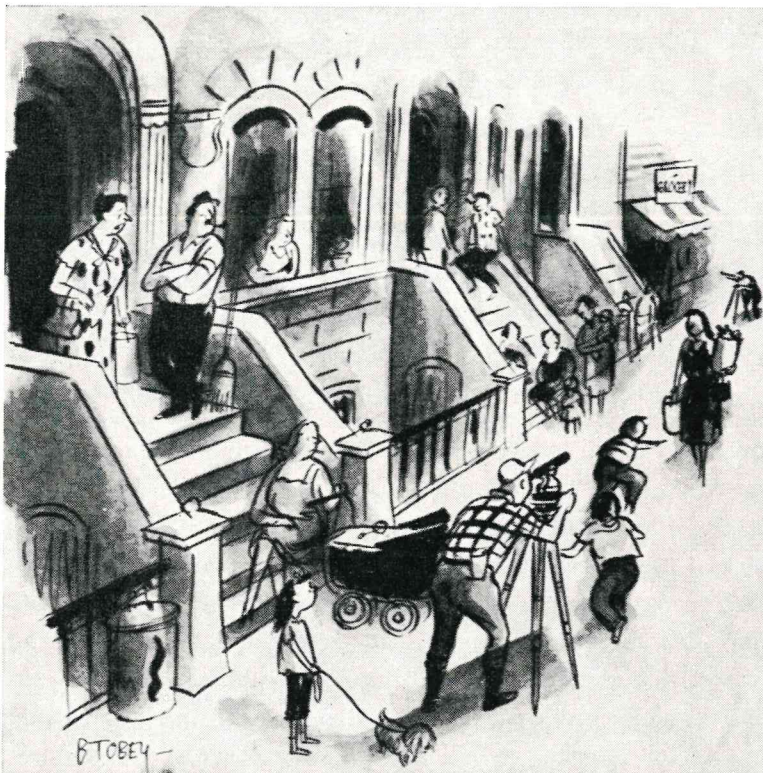
Community planning should be more closely associated in the public mind with positive measures for community

development. Positive planning requires us to ask "What development should take place?" as well as "What development may take place?", and then to determine what could be done to achieve the ideal. In this approach selective expansion is the keynote.

In terms of industrial development this means that we should be finding out what types of industry would bring most benefit to the area, and what special inducements might be offered to encourage them to locate there.

The various measures used by promotion agencies should be applied more selectively for more refined purposes; planners should take the lead in showing how this might be done and how survey techniques could provide an indication of the aims and methods which public and private promotion activity should pursue.

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1. City Planning Commission, *The Economy of the Area*, Cincinnati, 1946, pp. 63-73 and 98-103.
 2. West Midland Group, *Conurbation: A Planning Survey of the Black Country*, London 1948, pp. 133-136.



"Oh dear! Low-cost housing."

Drawing by B. Tobey
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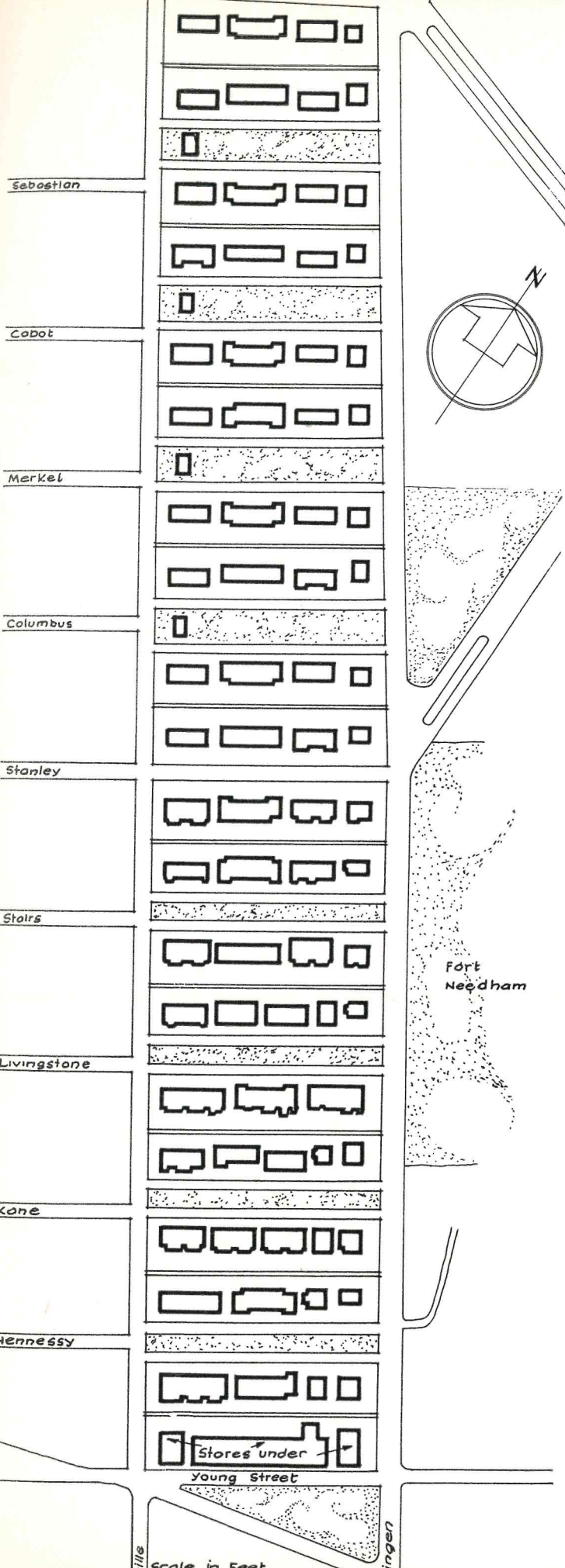
HYDROSTONE

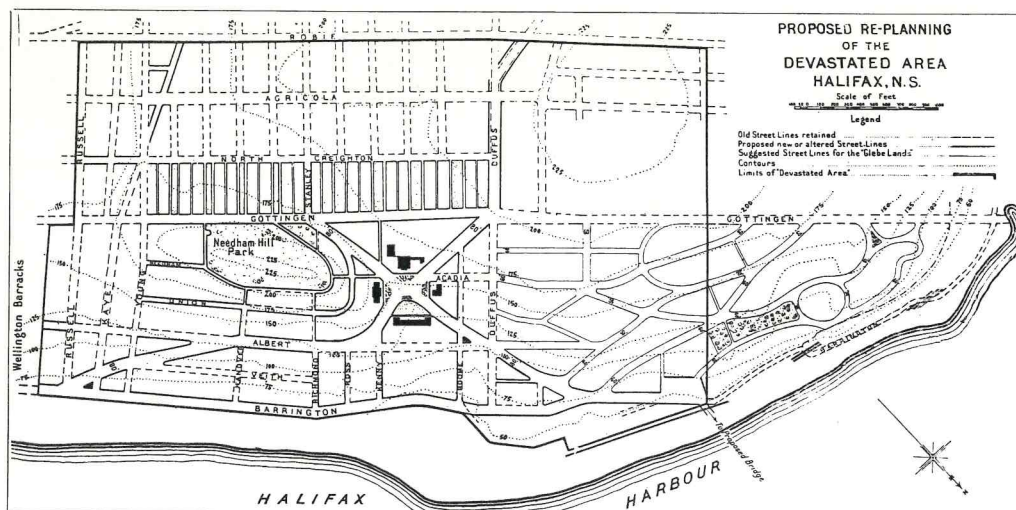
STANLEY H. PICKETT

The salient facts about the Halifax tragedy of the 6th December 1917 are well known. The inexplicable collision, the eruption of the MONT BLANC, the unavailing heroism of a few gallant men of H.M.S. HIGHFLYER and the macabre detail of the anchor stock tossed over the whole breadth of the city are known to every schoolboy. Less familiar is the aftermath of the explosion, the replacement and repair of property to a value of about forty million dollars, and the replanning and development of the devastated North End. This article is primarily concerned with a fragment of that redevelopment, the planned housing project generally known in Halifax as Hydrostone.

Early in 1918 the Federal Government established the Halifax Relief Commission which was empowered to study the situation and to act directly in redevelopment, rehabilitation and the distribution of emergency relief funds which had poured in from many parts of the world. In order that the Commission could carry out some of the functions of the City Council the legislation was submitted to the Government of Nova Scotia for approval prior to ratification by the Federal Government. The Commission had special responsibility in the area of 325 acres bounded by Barrington, Russell, Robie and Leeds Streets which was designated as the "devastated area".

Town planning was in its infancy in Canada in 1917. Thomas Adams had been brought from Great Britain in 1914 to act as Adviser on Town Planning to the Federal Commission of Conservation. Prior to the explosion Adams had begun the preparation of general plans for both Halifax and Saint John. With the sudden emergency in Halifax, work on the general plan was accelerated and Adams was given the particular responsibility of preparing a plan for the devastated area. He was at this time asked to become a member of the Halifax Relief Commission, but he declined saying that although he recognized the need for expert staff he could not accept "for





Thomas Adams' redevelopment plan of 1918. Of the four public buildings shown on the plan, fronting a square, only that on the south-west side was completed. The Hydrostone Project lies immediately south of the diagonal streets and Needham Hill Park. The Mulgrave Park Housing Project (see Community Planning Review Vol. IX, No. 2, p. 38) is now under construction on a site bounded by Barrington, Richmond, Albert and Duffus Streets.

personal reasons".¹ His subsequent work in the city was carried out as consultant to the Commission in which capacity he was aided by H. L. Seymour, who was seconded to the Commission of Conservation staff from the Surveyor General's Department, and Major Doane, then City Engineer of Halifax.

The original street layout of the area to be replanned was "on the usual rectangular method—wasteful and inconvenient to a degree".² As six of the nine east-west streets had grades varying between 12 and 20 per cent it is hardly surprising that Adams resolved to abandon the existing streets if this could be done without prohibitive cost due to scrapping expensive local improvements. The plan formulated reflects a compromise. Several existing streets were maintained but these were made subsidiary to a pair of 80 foot diagonal streets linking Gottingen and Barrington Streets at a grade of about five per cent. At the intersection of the new diagonals Adams located a small square about which public buildings could be grouped. These new streets, which were built to Adams' plan, still afford easy access to the higher levels of the city and for many years provided a right of way for the street car system. Unfortunately the development of the square did not follow the plan. In April 1921 Adams reported that the diagonal streets were under construction and that a school was nearing completion on one side of the square.³ After that date there seem to have been no further public buildings fronting the square and the opportunity to create a fine civic space was lost.

In preparing the redevelopment plan Thomas Adams was deeply concerned to produce a practicable plan at reasonable cost. In his report to the Commission of Conservation, he deplored "idealistic utopias of what we would like to do but cannot" and at the same time censured "the self-styled practical man, without scientific knowledge or imagination".⁴ He reported that the plan was an optimum solution which could be enforced at a cost "small, compared first to the permanent advantages to be obtained, and, second, to the amount of relief funds which might reasonably be apportioned for redevelopment".⁵

The two broad diagonal streets entered Gottingen Street at Duffus and Stanley Streets respectively. It was in this area, immediately west of Gottingen Street, that 23 acres were developed by the Halifax Relief Commission as a low rent housing project. The site is rectangular in shape, over half a mile in length but only 420 feet wide. On the long sides are two major thoroughfares, Gottingen and Isleville Streets. This rather unpromising site has been turned into a residential area which in its maturity has great charm and variety, yet maintains a strong over all unity.

The project consists of 324 dwelling units, with 16 shops and offices overlooking a small green at the southern edge of the site.⁶ There are 130 two-bedroom, 186 three-bedroom and 8 four-bedroom units. These are arranged in several types of row housing, each row comprising four or six houses, and in duplex apartments. The houses are built of a patented concrete block known

as Hydrostone, from which the project got its popular name. The external finish of the ground floor was originally the bare Hydrostone blocks with the first floor stucco or roughcast in panels between timber framing plugged to the block walls. The design of the houses was undertaken by Ross and Macdonald of Montreal who were working on railway property in Halifax at the time of the explosion. The designs bear some resemblance to houses built by Barry Parker and Raymond Unwin about 1908 in Letchworth Garden City, the first town to be built in accordance with the ideas of Ebenezer Howard. Thomas Adams was undoubtedly familiar with Letchworth and we may perhaps speculate that it was Adams who brought illustrations of this very English domestic architecture to the attention of Ross and Macdonald. The Hydrostone housing is certainly far removed from the railway stations and great hotels with which that firm had built up their high reputation.

It is the layout of the project however, from which we may learn lessons of permanent value. Adams and Seymour designed a layout of apparent simplicity but

also of considerable subtlety. The blocks of houses face narrow greens, four of which are 64 feet wide and the other four, 34 feet wide. Along both sides of these greens run pavements about 17 feet in width. At the back of the lots there is a narrow service lane, a rarity in the Maritimes, used for utilities and municipal services. The narrower greens are open at the ends, but are closed to the eye by buildings facing the peripheral streets. The wider greens are closed at their west end by a double duplex block built on the green without any private garden space. The scale of this development enhanced by careful tree planting, by sensitively designed curbs and by skilful changes in the building line is human, domestic and delightful. The greens provide safe and attractive play space and each house fronting them also has ample private garden space at the rear. Even so, the net residential density is about 72 habitable rooms to each acre. This density can be compared with a typical density for contemporary suburban development of about 25 habitable rooms to an acre. The relatively high density is attributable to the use of multiple hous-

Looking south out of one of the enclosed greens. The houses in this illustration retain their original appearance.



ing, to the narrow frontages, and to economy in street widths. The narrow pavements across the block discourage through traffic movement. One street has been left full width near the centre of the project to accommodate cross movements.

The least satisfactory feature of the layout is the treatment of the rear lanes. Although these are tidily maintained they permit a view right through the project which is a sharp contrast to the excellent closure of the front greens. It is possible that this defect could have been overcome by siting a block of houses to face Göttingen and Isleville Streets and making use of an H shaped rear lane. The position of the shopping centre and project offices also seems open to criticism, although the shops do serve a wider area than the Hydrostone Project.

Since the early 1920's the project has seen many changes. Until 1949 it was a rental project with rents naturally varying from time to time. In recent years basic rents ranged from \$28.50 for four room units to \$45 for seven rooms⁷. Since 1949 many of the properties have been sold by the Relief Commission, usually to their former tenants. Since these sales, further transactions in the open market indicate that the present value of the properties is between \$8,500 and \$12,000.

With the sales have come a number of changes in structure and finish. Many years ago the original slate roofing was replaced by asbestos tile. In recent years several porches have been added and the use of colour-wash on stucco and concrete block has been widespread. Fortunately the unity of the project has not been disturbed as the basic form of the houses remains unchanged.

These houses are now forty years old. In admiring this good residential environment we may be reminded of other pieces of good town building contemporary with the Hydrostone project, including Walkerville at Windsor, Lindenlea in Ottawa, and parts of the company towns of Corner Brook and Arvida. From these successful ventures we may learn much of value in our development of a worthy place in which to live.

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1. *Annual Report of the Commission of Conservation (ARCC) 1919* p. 96.
 2. *ARCC 1919* p. 108.
 3. *Journal of the Town Planning Institute of Canada*, April 1921.
 4. *ARCC 1919* p. 107.
 5. *ARCC 1919* p. 109.
 6. For many details of the cost, development and management of the Hydrostone Project see Appendix I to *A Redevelopment Study of Halifax, Nova Scotia 1957* (Supplementary Volume by John McVittie).
 7. McVittie. op. cit.

A typical detail. The finish is colour-washed stucco, clapboard porch, window frames and bargeboards painted white.



PLANNING OBSTACLES

in smaller towns

The smaller towns of B.C. are at present at a considerable disadvantage in their attempts to plan their future development.

Few of them are large enough to employ a qualified planning official on their permanent staff, or can they, except in the metropolitan areas, call on a regional planning office for day-to-day advice on local problems. Worse still, as often as not, much of the new development is taking place in adjacent municipalities or in unorganized territories beyond their boundaries. Over this development they have little or no control, though they are likely to inherit the end result at some future date. This is the more serious, since little positive planning appears to be undertaken by the Provincial Government even where regulated areas have been set up on the fringes of such towns.

Where separate local government agencies have been set up adjacent to the principal municipality, the situation is not much better, since these suburban municipalities are not large enough to employ technical staff of their own, while cooperation between such municipalities, each jealous of its own autonomy, is seldom close.

The continued fragmentation of our communities through the formation of separate municipal units on the fringe of urban centres can only result in ineffective planning and inefficient provision of community services.

There appear to be two principal solutions to the planning problems of our smaller communities.

Firstly, annexation by municipalities of adjacent areas ahead of fringe development should be encouraged. It only makes sense that communities, which are a single economic and social entity, should be administered as a single unit. Residents of outlying areas will often seek

separate incorporation because they believe their taxes will be lower than if they enter the central municipality. We suggest that in such cases the public good and not private interest should decide the issue and that the Provincial Government must resist the temptation to take the easy way out by setting up separate local government entities when so requested, since suburban municipalities once created are naturally anxious to retain their identity and the pattern of government becomes fixed for many years ahead.

Under the new Municipal Code, annexation has unfortunately been made still more difficult than it was before, and the legal requirement of both petition and plebiscite means that it will often only be necessary for an interested party to spread a rumour that incorporation would increase taxes for such a proposal to be defeated.

In Alberta, it is only necessary for the municipality to obtain the approval of Public Utility Commissioners in order to annex adjacent territory. It is suggested that a similar procedure be adopted in B.C., with an independent but expert tribunal deciding whether such a step will or will not be in the public interest.

In addition to the economies and increased efficiency resulting from a single central administration, the addition of adjacent territories to the municipal tax base will frequently increase the municipal revenue sufficiently to justify the engagement of a full-time planning officer.

Secondly, where the municipality is not large enough to employ technical planning staff of its own, it should be able to call on a Provincial Regional planning staff for assistance. The creation of Regional Planning Offices and Boards by the Provincial Government in the major regions of the province is a primary requirement. One

of the functions of the Regional Office would also be the preparation of development plans for unorganized territory on the fringes of municipalities where it is not practical to incorporate them within organized territory, and to ensure that these plans tie in closely with the municipalities' plans.

The Union of British Columbia Municipalities is alive to the necessity of boundary extension, and at its last convention passed the following resolution:—

WHEREAS many Municipalities within the Province of British Columbia are experiencing rapid growth due to the economic well-being of the said Province:

AND WHEREAS the expansion within these Municipalities has in numerous cases forced urban development beyond the Municipal boundaries creating urban fringe development within Provincial unorganized areas where health standards as well as sub-division, building and zoning controls are limited or non-existent;

AND WHEREAS it is evident that it is more economical to maintain one larger administrative body than a number of smaller administrative bodies;

AND WHEREAS the present procedure for boundary extension as set out in the Municipal Act of the Province of British Columbia is lengthy, involved and does not lend itself to proper planning for the future good of these rapidly expanding urban areas:

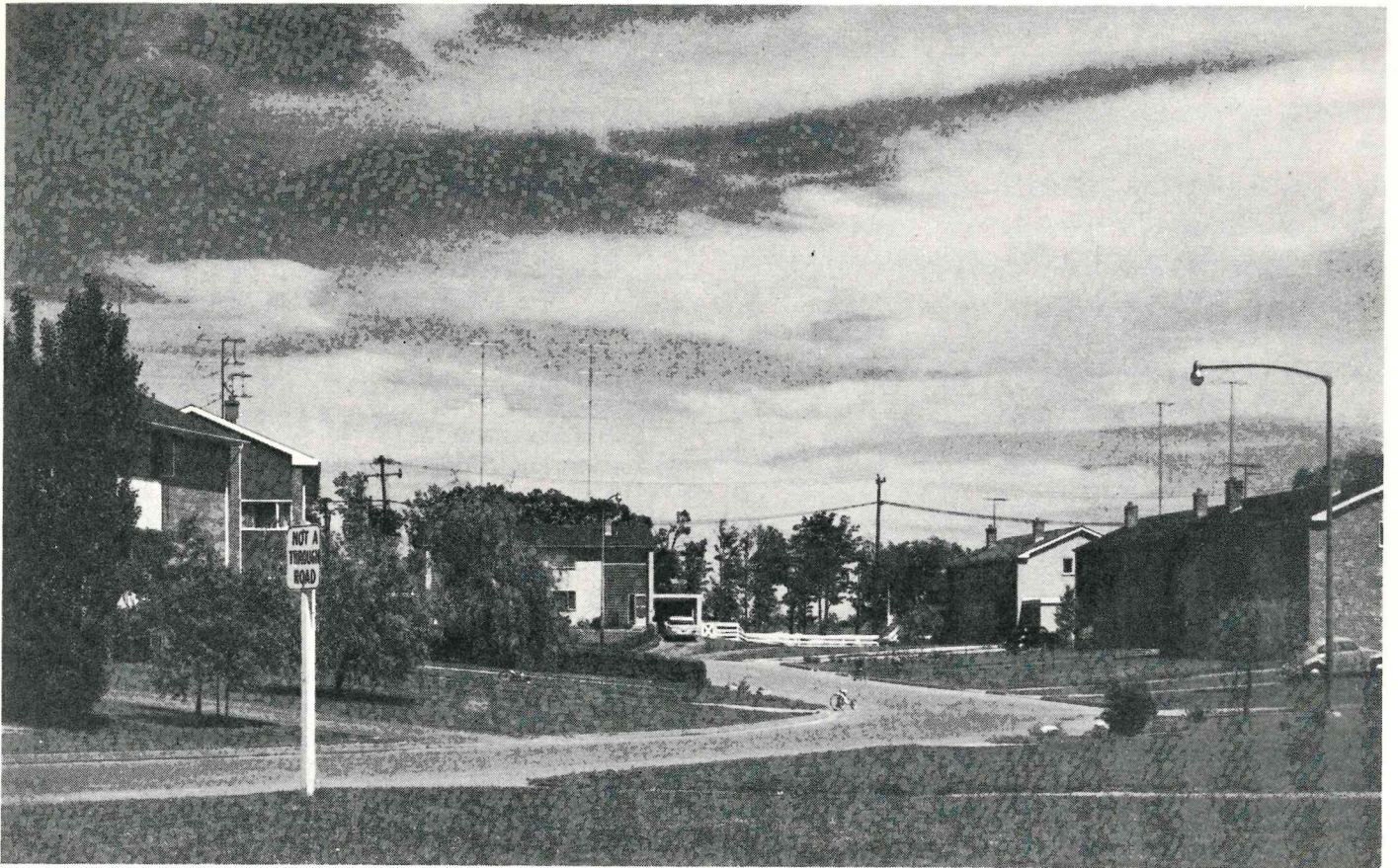
THEREFORE BE IT RESOLVED that the Executive of the Union of British Columbia Municipalities together with representatives appointed by the British Columbia Provincial Government form a committee to study that part of the Municipal Act of the Province of Ontario pertaining to boundary extension and the part that the Municipal Board plays in the matter, to determine whether or not such a system or a modification thereof would be advantageous within the Province of British Columbia.

Community Planning B.C., Vol. II. No. 1, published by the B.C. Division of CPAC.

THE GENERAL IMPROVEMENT OF THE CITY

Town planning is concerned with the whole physical structure of the community which is a composition of many diverse elements. The conventional attitude towards planning however, has often had very limited expression, usually in terms of zoning, housing and traffic movement and very often these have been regarded independently of one another. The creation of a community in which all development, public or private, results in community betterment can only be achieved when each element is a part of a comprehensive scheme in which the separate parts are all related. Once a comprehensive plan is developed and accepted, zoning, public and private housing, parks, traffic movement, industrial and commercial development, can all be seen in proper perspective. Without this over all guide, the processes of land use regulation, traffic control, housing etc. can be conducted only in a piecemeal and disjointed fashion, a procedure which results in endless disputes and confusion as the placing of many elements must then lead to conflict.

*—From A PLANNING STUDY OF KINGSTON, ONTARIO, prepared for the City Council by
Gordon Stephenson, MTPIC and G. George Muirhead, MTPIC.*



Don Mills, Ontario

DEVELOPERS, PLANNERS AND GOVERNMENTS

by

Angus McClaskey

In the next twenty to twenty-five years, 1,000 square miles will be urbanized on the edges of our metropolitan areas and cities. Just think of the untold billions of dollars that will be involved! But, more important, what form is this development going to take? Will our communities become better places in which to live? This is basically a question of the proper use of land and the elimination of land wastage, for the wastage of land that is going on is fantastic.

Land use includes the matter of parks, highways and other physical aspects such as the type of housing, the form these dwellings are to take, not only with regard to their internal layout and design, but also the juxtaposition to each other and to the outdoors. The physical environment in which people live has a tremendous effect on the family and on the individuals who comprise it.

More heat than light

Our magazines and newspapers are full of articles by planners, architects, conservationists and others on the whole land use subject. While I commend these gentlemen for the time and thought they are putting into it, I must say that most of them are contributing more heat than light to the solution of the problem. They have one thing in common, however: they absolutely decry what is being done at the present time and invariably attack as the culprit the land developer and the builder.

Then you hear the phrase "urban sprawl" used. "Urban sprawl" is coming to have the same distasteful connotation as "stenographer's spread". According to these critics, we are not building homes; we are building slums. Recently a Canadian planner got headlines clear across the country with the catch words, "Let's Stop Building Tomorrow's Slums". (See the June 1959 issue of the COMMUNITY PLANNING REVIEW.)

Let us look at this word "slum" for a minute. I am allergic to the word, especially when it is directed to land development. A critic in a popular magazine refers to Don Mills as "a fresh air slum". Now just what is a slum? To define a slum you have to take it in two parts: One is the physical aspects of the structure — age, shape, form, light, heat, ventilation — and all that goes with the structure itself; the other aspect of a slum is overcrowding on an occupancy per room basis, and overcrowding in relation to open space.

All I have to say on this score is that the vast majority of building in Canada is done under NHA provisions; if we are building slums our national building code is a slum code because it lays down innumerable conditions with regard to the physical construction and association of dwelling units with one another.

Congestion is a different matter. Overcrowding in our slums is a monstrous thing. It is a social blight. It is a mark against our way of life, and something will have to be done about it.

The point I want to make is this: You can take the finest project you can allow the planners and architects to dream of, to create the ideal community; and it can

still become a slum if it is overcrowded — overcrowded in relation to the units, and in relation to open space.

If these critics mean we are building slums because these houses are wearing out, they may be right. But with regard to overcrowding, it is the obligation of society to see that this is eliminated in the years to come.

These remarks are not meant to be a tirade against planners. But my planner friends will be shaking their heads at me, and all I can say is that I have been shaking my head at them for their articles, which have been having a tremendous impact in this country.

Anvil of disagreement

Among planners and architects there is a tremendous difference of opinion over the concept of the future city. I welcome this difference because it is only on the anvil of disagreement that we will forge the right concept. Some insist on high-rise buildings; others want low densities. Some oppose the development of suburbs and favour satellite communities. Some are against freeways and expressways while others support the idea. I could go on and on.

But there is generally one basic agreement among planners and architects — one with which I think all developers could agree: There is a prodigious waste of land taking place, and not only a waste of land itself, which is an irreplaceable asset, but a waste of millions of dollars spent on developing that land, because when we have spent the money and developed the land we have not produced communities that are the best places in which to live.

Most of the criticism is directed at the developers, and I do not say that everything we have done is good and cannot be done better. I would suggest that we are dealing with the shadow more than the substance. The fundamental use of land, and the official plans within which we are operating, are governed by the municipality. True, the provincial government has something to do with it and, indirectly, the Federal government, but basically land use and zoning are determined by the municipalities. If we intend to improve our future cities, we must make a tremendous revision of our zoning by-

laws, but this will only be the written reflection of a change of thinking by our municipalities.

It is easy to be critical of the municipalities, but we must appreciate their difficulties. They are being faced with continually increasing financial problems, yet their share of the total tax take is decreasing. We must also remember that the municipality is the taxing body closest to the average citizen and the one over which he has the most control.

It is a sorry fact that in a great many instances zoning in municipalities in Canada has become an exercise in assessment, not planning, because from the municipality's point of view the small house on a small lot is a definite item in the municipal budget. That, unfortunately is a fact.

Areas are being zoned for industrial use regardless of whether they are suitable for industry, merely because industry provides for an increase in assessments. Some Canadian municipalities are making the release of building permits conditional on a proportion of the total assessment being produced by industrial development.

With respect to their undeveloped areas, municipalities are taking two steps: zoning is one; financial pressure the other. Some municipalities in their legislation are making it difficult for new development of any kind to take place except industrial. In other cases they are demanding that the developer put in a high level of services and pay for all the improvements. In Canada today, except in the Province of Quebec which appears to be a Utopia in this respect, the specifications and demands on the developer for internal services are reaching fantastic heights. Furthermore, levies, contributions, demands in what you might call fringe matters are being charged against the subdivider; and these things must be passed on to the home owner or be reflected in the rent. The result is that more and more Canadians are being eliminated from the housing market because of the cost of improving land, entirely apart from the cost of the structure that goes on it. It is all very well to talk about the municipalities reorienting their thinking if we are going to have a future pattern of urban growth, but it is just as important to mobilize public opinion, because

unless public opinion supports the new and better concepts of urban growth, nothing will happen.

There seems to be a fixation in North America that we must have the single-family dwelling on its separate lot. This seems to be a "status symbol". Do we think that we have so much land that we can go on this way indefinitely? People seem to alter their thinking when they become home owners and regard the apartment development dweller as some sort of second-class citizen. However, I feel our public thinking is going to undergo a considerable change and that we will see a combination of dwelling types and a mixture of income groups.

I think we will be increasing the densities and, if we are going to make better use of the land, this will be necessary; but in increasing density, we are still going to provide better places in which to live. This is not a case of "sweating land", which we are accused of so often. We can increase density and save on land, money, services, and still create a much better physical environment.

Our thinking will change on the question of dwellings for the increasing percentage of people over 65 years of age, eliminating that group which need public assistance and will continue to need it. What are any of us doing in our developments to provide housing particularly designed for the elderly? I feel we will have to give thought to this sort of thing in the future, not on the basis of philanthropy but as an exercise in profit. We can do it on a profitable basis and have the satisfaction of creating an environment that will be attractive to senior citizens.

Nationalization of land

As to planners, my only suggestion is this: They all seem to analyze this problem of future growth and they always come up with one conclusion: — the necessity for more and more governmental intervention in the housing and land development field. I do not say that planners are socialistic — that would be an unfair remark — but I will say that if you carry the arguments of some of the leading exponents to their logical conclusion, it would mean the nationalization of land.

I suggest to our planners that they direct their efforts to finding solutions within the framework of our present economic system. I am convinced this can be done. I suggest that our planners direct their thinking especially to our municipalities, the problems of local government, questions of land use, official plans and all that goes with them in zoning; that they follow these problems through to the provincial and finally to the Federal government. I feel sure that by these means solutions can be found other than continued encroachment of government on a private field. This is particularly true with respect to redevelopment of our central core. Our laws in Canada practically eliminate any opportunity for the private developer to participate in this field, which is tremendous; if appropriate legislative amendments were made, I think you would see a decreasing number of public housing schemes.

So far as the provincial governments are concerned, they must give more leadership to municipalities. Unfortunately, under our democratic system governments do not lead; they are pushed. So the voice of public opinion, as well as everything developers and municipalities can do, will have to be used to force provincial authorities to take a stronger position in this whole matter.

Catalyst developers

With regard to the developer, there is much we have done that we could have done better; in some cases there is much we have done that is not good. There is much we can do better now, even within the rigid framework of land use in which we are forced to proceed. But we

are the catalysts to meld the planning and the sociological concepts with the hard realities of economics and human nature, and I think those of us who are permanently in the business must spend more time and talent on it. We have to cooperate with the planners and government authorities in trying to bring about a revision of thinking that will permit future development to take place on better planning and sociological grounds.

I am proud to be a developer. Unfortunately, the words "developer" and "subdivider" in the public mind are terms of opprobrium — being synonymous with "land speculator". We are developers, not speculators; there is a tremendous difference. A developer creates values; a speculator develops nothing. A speculator buys land, developed or undeveloped, with the idea of contributing nothing but with the hope of making a profit, and that profit is to be made because of economic trends or the actions of others. A developer buys real estate and, besides his talent and imagination, invests capital, sometimes running into millions of dollars, to create assets; and these assets are reflected in residential, industrial and commercial development. The developer is an integral part of our economic system and should be recognized as such. It is our job to see that we secure this recognition, but I must say it will not be secured by words alone. It will be secured by actions and deeds.

This article is a condensation of an address given to the Community Builders' Council meeting in Montreal, October, 1959. It was reproduced in *Urban Land*, Vol. 18, No. 11.

NEWS

NEW BRANCH OF CPAC

The British Columbia Division of CPAC recently announced the formation of the Fraser Valley Branch of the Association. This Branch covers 17 municipalities each of which is represented on the Board of Directors. The officers of the Branch are:

CHAIRMAN: Alderman J. H. Conder, Langley.

VICE-CHAIRMAN: Mr. H. W. Buckley, Cloverdale.

SECRETARY-TREASURER: Mr. K. R. Major, Murrayville.

BOARD OF DIRECTORS: Councillor R. A. McMath, Richmond; Councillor E. W. Huesken, New Westminster; Mr. Ted Kuhn, Cloverdale; Mr. D. G. Munro, White Rock; Mr. F. B. Dick, Langley; Mr. E. S. Flowerdew, Aldergrove; Mr. C. Hacker, Editor *Abbotsford News*; Mrs. L. M. Brolin, Chilliwack; Mr. Lorne Green, Hope; Mr. E. E. Chace, Mission; Mr. W. C. Brown, Maple Ridge; Mr. J. K. Austriug, Pitt Meadows.

PLANS FOR REGINA AND HAMILTON BRANCHES

New Branches of CPAC are being planned in Regina and in Hamilton. The Saskatchewan Division of CPAC has appointed a steering committee to lay the foundation for a new Branch of CPAC in Regina. The committee consists of: Mrs. J. R. Hoag, National Councillor of CPAC and Chairman of the Committee, Mr. R. Dorrett, and Mr. H. Van Kampen.

In Hamilton the steering committee consists of Mrs. R. B. V. Simmons, Chairman, Mr. Thomas A. Beckett and Mr. Norman Pearson. This committee has held meetings with Mrs. R. H. Scrivener, Chairman of the Ontario Division, F. J. Cornish, Q.C., the Vice-President of CPAC and Mr. W. S. MacDonnell, Chairman of the New Branches Committee of the Ontario Division.

NFB TO FILM "THE CITY"

The National Film Board is producing eight half-hour films, in both French and English, dealing with the problems of urban growth and redevelopment. These films will be shown first on the national network of the CBC and later through the regular distribution channels of the Film Board in Canada and abroad. Because of the complexity of the subject and the intensive treatment being given to it, the films will not be completed until the autumn of 1962. The producer, Ian MacNeill, is currently travelling across Canada and the United States conducting the preliminary research. In September he will visit several European countries. Blanche Van Ginkel of Montreal is acting as a technical adviser on the films.

The series will probably cover some of the following subjects: the ugliness, inefficiency and danger in our cities today, the rapid growth of these problems, with examples from Canada, the United States and Europe which show that the city can be an efficient, beautiful and exciting place in which to live; an analysis of the trends which are affecting the hearts of our cities; an examination of the inconveniences and ugliness of the average Canadian suburb together with an analysis of the conditions impeding good design and some examples of well-designed suburban environments; problems facing the older parts of the city which must meet changing needs without losing their character, beauty and economic utility; traffic and transportation problems; the attitudes of Canadian citizens and their relation to the problems facing our growing cities.

PLAN

The Town Planning Institute of Canada has published two issues of its new magazine *PLAN*. This is an interesting and informative publication which should be of interest to CPAC members. A regular publishing schedule has not yet been established, but single copies

of both issues are available at \$2.00 each. Members may order them through CPAC National Office or directly from the TPIC, Board of Trade Building, 11 Adelaide Street West, Toronto.

A BETTER PLACE TO LIVE

The Interim Report of the Study on Minimum Standards of Occupancy and Maintenance of Dwellings, being conducted by the Community Planning Branch of the Ontario Department of Municipal Affairs, has been published under the title: *A BETTER PLACE TO LIVE*. The background to this study was outlined in the *Community Planning News*, Number 3, 1959.

This report comprises a review of existing housing by-laws and urban renewal legislation in Canada together with a description of some of the major inconsistencies and difficulties impeding the progress of conservation and rehabilitation. A second interim report will be produced shortly which will summarize the results of field work in the other nine provinces.

A limited number of copies of this report are available at no charge. Those interested should apply to the Community Planning Branch of the Ontario Department of Municipal Affairs, 454 University Avenue, Toronto.

PLANNING SEMINAR

"Citizen Participation in Community Planning" was the theme of a very successful seminar held by the Saskatchewan Division of CPAC. A highlight of the programme was the banquet address by Dr. Per G. Stensland of the Centre for Community Studies at the University of Saskatchewan. He said:

"Are you going to let two or three experts, who are occupationally dedicated to certain points of view, do all the planning for the many thousands? There are those who would make blueprints in the sand of unrealistic

utopias, others who scorn any form of planning. In between is the mature citizen, who thinks realistically from project to project, and will attack the problems with responsibility and zeal. Community planning is a process that, if it is to be democratic, should involve the citizen as well as professional planners and the relevant legislative bodies. . . You who are lay people and vitally interested in getting more citizen support for your organization should not hesitate to use imagination. People will respond, if you make them aware of the need in a novel or interesting way."

HIGH COST OF DECAY

Delegates to the 1959 National Planning Conference will remember the interesting exhibit entitled *THE HIGH COST OF DECAY*, produced by the Central Mortgage and Housing Corporation. CMHC have advised us that this exhibit, which consists of 26 cards each measuring 30" x 22", can be supplied on loan to any interested group through the local offices of CMHC. It is available for either English or bilingual groups. Stands are not supplied with the exhibit and arrangements for mounting the cards will have to be made by the borrowing organization.

DIVISION OFFICERS

CPAC Divisions have been holding their Annual General Meetings recently and electing their officers for the coming year. The results of some of these elections are listed below:

British Columbia: J. H. Steede (Chairman); Executive: G. E. Baynes, E. E. Chace, G. F. Fountain, R. C. Hale, C. M. Henderson, D. H. Jamieson, C. L. Justice, F. Lasserre, W. Kerr, H. C. Murray, Miss Mary E. Rawson, A. H. Ray, Q.C., I. M. Robinson, Mrs. E. W. Shepherd, P. R. U. Stratton.

Alberta: Mrs. C. R. Wood (Chairman); Miss Yvonne Morin, H. J. Robbins, D. K. Bissell, E. W. Beltz, W. H. Dowling, P. G. Davies, Q.C., A. F. Affleck, N. Emms Read, L. G. Grimble, E. H. Parsons, Denis Cole (National Councillor).

Saskatchewan: M. W. Sturby (Chairman), Dr. Harold Baker (Vice-Chairman), Miss E. Campbell, R. S. Galloway, W. E. Graham, G. J. Greenhalgh, E. H. Grolle, C. W. Pool, Mrs. J. R. Hoag (National Councillor).

Manitoba: C. H. Templeton (Chairman), D. I. MacDonald (Vice-Chairman), D. Stinson, J. Dallyn, M. Blankstein, G. Wiswell, C. E. Joslyn, J. A. MacDonald, L. E. Ostrander, H. Pehrson, J. E. Searle, N. S. Bubbis, D. L. Stout, E. W. Thrift, L. D. McMurray, G. Fanset (National Councillor).

Ontario: Mrs. R. H. Scrivener (Chairman), Philip Torno (Vice-Chairman), Mrs. Nicholas Neelson (Vice-Chairman), Mrs. H. C. Campbell, A. Murray Lount, J. F. Brown, B. A. Diekman, Mrs. H. A. Elliott, L. O. Gertler, W. S. MacDonnell, Stephen Dale, M. L. Hancock, Philip R. Hawes-Smith, F. J. Cornish, Q.C. (National Councillor), Dr. G. B. Langford (National Councillor), Dr. F. G. Ridge (National Councillor).

Quebec: Alex Thomson (Chairman and National Councillor), Jean Cimon (1st Vice-Chairman), Marc Dancose (2nd Vice-Chairman), Roland Bédard (National Councillor), Benoit Bégin, Gilles Dufresne, Benoit Sylvain, Maurice Raymond, Georges Robert, Emile Saint-Pierre, Charles Villeneuve, Claude Langlois.

Nova Scotia: Allan O'Brien (Chairman), Gordon Coles (Vice-Chairman), Prof. R. Graham Murray, Q.C., (Vice-Chairman), Mrs. F. C. Hudson, R. D. Mussett (National Councillor), G. S. Black. The Division Council includes: Mayor Charles A. Vaughan, Lloyd Shaw, F. Carl Ford, K. M. Munnich, J. P. Dumaresq, Rev. W. P. Oliver, Allan Duffus, Charles Reardon, Guy Henson, G. G. Gomery, Byron Hatfield, Eric Murray, G. D. Anderson, Sidney R. Kennedy, Donald Mahon, J. G. Killam, Lloyd Oxner, Cecil F. Why-nacht, P. R. Fowler, Ezra Parsons, Mrs. Gladys Porter, W. H. Langley, Malcolm Gilman, Mrs. J. P. Dumaresq.

Newfoundland: Sir Brian Dunfield, Q.C. (National Councillor), S. J. Hefferton, Mrs. Helen Coxworthy, C. W. Powell, E. B. Foran, R. W. Balston, Allison Bugden.

RESOURCES FOR TOMORROW

A national view on the use and management of Canada's land, water and other renewable resources will be taken by the *RESOURCES FOR TOMORROW* Conference, which will be held in Montreal in October, 1961.

The conference is being called by the provincial and federal governments to study and discuss problems basic to the effective management and use of the renewable resources. Working in the resource areas of land, water, forests, fisheries, wildlife and recreation, representatives of governments and national associations will concentrate their attention on the inter-relationship of renewable resources and the part wise management and use of these resources will play in future national development.

Study papers on particular aspects of renewable resources are being prepared by Canada's leading resource specialists to serve as a guide to the Conference discussions. The selection of subjects for the study papers was carried out by advisory groups composed of men and women with special knowledge and experience in the resource fields. Mrs. T. A. C. Tyrrell, Vice-Chairman of the Metropolitan Toronto Branch of CPAC, is serving on the Advisory Group on Recreation.

Organization of the conference is being carried out by a secretariat headed by Dr. Baldur H. Kristjanson, an economist of the Department of Northern Affairs and National Resources, who recently served as a member of the Harvard Advisory Group which advised the Government of Iran on economic development.

PHOTO CREDITS

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BOOKS

CREATIVE PLAYGROUNDS AND RECREATION CENTERS by Alfred Ledermann and Alfred Trachsel, published by Frederick A. Praeger, Inc., 64 University Place, New York 3, N.Y. \$12.50

This is a beautifully produced and fascinating book which should be of interest to everyone concerned with children. Dr. Ledermann, General Secretary of the Swiss Pro Juventute Foundation and Mr. Trachsel, a well-known architect and city planner have assembled 56 examples of imaginative recreation areas in 12 countries.

The purpose of this book is well stated by Dr. Ledermann. "May this book rouse all who are willing to do their utmost to give back to the child its playing space. How quickly are we modern and clever grown-ups ready to dismiss the play of our children as an unnecessary waste of time, as mere fun, and how ready are we to measure everything according to its usefulness.

"Play is of decisive importance for the psychological development and the maturing of man. The consequences of insufficient possibilities for active and creative play clearly show results such as: poor imagination, nervousness, and irritability of children, waste of spare time and craving for entertainment, aggressiveness and rowdiness of many teenagers. . . But many of these wrong developments could be avoided or at least mitigated by means of an environment in which the child can wear out its joys and sorrows."

In a chapter entitled *The Child and the City*, Aldo van Eyck says that man is making better provision for cats and dogs than he is for children. "The growing impersonality of the city is man's doing and his undoing. But a city which lacks all evidence of children's activities and special rhythm of life is a hateful paradox: all the more so since the children themselves are never guilty of the basic negligence man inflicts on them.

"Somehow the child with his free-ranging imagination survives in spite of being pushed towards the very fringe of public attention as an emotional, 'unproductive' entity. He bravely discovers his identity despite overwhelming odds—in perpetual danger and only incidental sunshine. Man, in fact, makes far better provision in cities for cats and dogs."

The book is beautifully illustrated with drawings and superb photographs of many types of play areas such as the *Skrammelgeplads* or building playgrounds of Copenhagen, where children can build their own playhouses, model in clay, weave baskets or produce puppet shows.

The *Robinson Crusoe* playgrounds in Switzerland offer an incredible number of opportunities for creative recreation for all age groups.

The wild and adventurous aspect of the Red Indian Playground at Mannheim, Germany, built by 200 children and voluntary students from 27 nations in the *International Voluntary Service for Peace*, will appeal to the advocates of "unplanned" areas for children.

The playground at Parkside School in Silver Spring, U.S.A., financed and built by the parents, may give some constructive ideas to our own Home and School groups.

The authors remind us that the first step in providing creative playgrounds is to set aside open space before it is too late, to insist that no new housing be built until proper provision has been made for recreation. Their book also makes us ask if we are using the open space we have to the best advantage. Can we, in Canada, afford to build creative recreation areas? Can we afford not to?

THE EVOLUTION OF BRITISH PLANNING LEGISLATION by Beverley John Pooley. Published by the Legislative Research Center, The University of Michigan Law School, Ann Arbor, Michigan. \$2.00

First in a series of monographs concerning the legal problems of metro areas. William J. Pierce, Director of the Legislative Research Center, outlines the purpose of the studies in the Foreword. He points out that the problems facing our metro areas today demand imaginative and courageous action, and that the legal structure within which all solutions must be devised should be subject to continuous re-examination and re-evaluation.

This first study deals with the problems which have faced British legislators and the resulting Parliamentary action. Particular emphasis is placed on the post World War II period. It is a descriptive review rather than a detailed legal analysis.

"One of the main attributes which planning legislation should have, namely, stability, has been markedly lacking in Britain. Experimentation there has been, and useful lessons can be learned from this. But, to be effective, planning legislation must not only be understood by those to whose operations it applies, it must also be capable of enduring for appreciable periods of time without vital change—as indeed must all law having to do with property. Although much criticism has been voiced in this paper concerning the two acts, the fact that Britain alone in the free world has achieved a publicly controlled, national system of land-use should not be ignored."

Forthcoming studies will include such topics as: Annexation, Federal State Relations, American Planning and Zoning, Extraterritorial Powers of Municipalities, Special Districts, City Taxation and Constitutional Framework Solutions.

THE DYNAMICS OF PARK DEMAND—*Present and Future Demand for Recreation and Open Space in the Tri-State New York Metropolitan Region and the Nation*, by Marion Clawson. RPA Bulletin Number 94. Regional Plan Association, Inc., 230 W. 41st Street, New York 36, N.Y. \$3.00

This is the second of four publications of the Park, Recreation and Open Space Project. The author, Dr. Marion Clawson, is an economist specializing in the study of land and natural resources. He is Director of the Land Use and Management Program of Resources for the Future, Washington, D.C. The project is designed to suggest practical means of meeting the growing need for open space in the Tri-State New York Metropolitan Region, an area extending into the states of New Jersey, New York and Connecticut.

"Outdoor recreation, to be sure, will be but one of the many ways in which more people, more income, more leisure, and greater personal mobility will find expression. The demands on outdoor recreation will increase enormously. Society, operating through government and through private voluntary groups of various kinds, will be compelled to guide these increased demands and to meet them in various ways. One way or another the great social responsibility for providing outdoor recreation facilities must be met."

The author estimates that, by 1985, the increase in the national demand for outdoor recreation space, compared to 1955, will be 3 times for local recreation areas, 11 times for all-day recreation areas, and 30 times for overnight and vacation areas.

This study should be of interest to anyone, lay or professional, who is concerned with the recreation needs of our growing population. The first study in the series was **THE LAW OF OPEN SPACE** by Shirley Adelson Siegel, and the third one will be **NATURE IN THE METROPOLIS** by Dr. William A. Niering. The final report, to be issued shortly, will be entitled **THE RACE FOR OPEN SPACE**.

SHOPPING TOWNS USA by Victor Gruen and Larry Smith. Published by Reinhold Publishing Corporation, New York. \$13.50

Part I outlines the conditions necessary in an area for the economic success of a shopping centre; Part II discusses the actual planning of the shopping centre; Part III deals with some special activities which can occur in shopping centres. Of particular interest to laymen is the Prologue which gives a brief history of merchandising through the ages. It also includes the following interesting observation:

"No democratic society can flourish without law and order which, when applied to the physical environment, necessitates planning. In a complex and highly mechanized society environmental planning safeguards the basic human rights. By providing the best conditions for physical and mental health, it protects *life*. By establishing barriers against anarchy and the infringements of hostile natural and man-made forces, it protects *liberty*. By the creation of a humane environment it invites and encourages the *pursuit of happiness*."

PRINCIPLES AND PRACTICE OF TOWN AND COUNTRY PLANNING by Lewis Keeble, M.C., B.Sc., M.A., F.R.I.C.S., M.T.P.I. Published by The Estates Gazette, Ltd., 28 Denmark Street, London W.C. 2. 50/- (Postage 2/6d extra)

The original edition of this comprehensive text was published in 1952. This new edition has been completely rewritten and reorganized.

CAN MAN PLAN? AND OTHER VERSES by F. J. Osborn. Published in London by George G. Harrap & Co. Ltd. and in Canada by Clarke Irwin Co. Ltd. Toronto. \$2.75

A delightful collection of verses covering a variety of topics by the Chairman of the Executive of the Town and Country Planning Association. In a most amusing introduction Sir Frederic says, "... it will be seen that as often as not I satirize ideas of which I am, in my proper person, an advocate. In fact, it seems that the more enthusiastic I am about a thing in prose the more inclined I am to mock at it in verse. This in-verse ratio I defend in myself and commend in others". Judged on the basis of his stated purpose "simply to be amusing" this little book is a success, so much so that it is difficult to select an excerpt, but here are the first three stanzas of *Sport for Sardines*.

"We have often been told that in days of old
The British were tough in tussles,
Because we took care in the sun and air
To train up our eyes and muscles

But the clumsy clowns who built the towns
And filled them with smut and smother,
Packed us like sprats in slums and flats
In layers on top of each other.

From straps in trains that run through drains
We hang like sides of bacon;
And we queue in rows for theatrical shows
Where the seats are already taken."

STUDIES OF THE CENTRAL BUSINESS DISTRICT AND URBAN FREEWAY DEVELOPMENT by Edgar M. Horwood and Ronald R. Boyce. \$5.00

An examination of the changing structure of central business districts related to urban highway networks.

STUDIES OF HIGHWAY DEVELOPMENT AND GEOGRAPHIC CHANGE by various authors. \$7.50

A study of the effects of highway development on retail, residential and service areas.

Both these books are published by the University of Washington Press, Seattle 5, Washington, in co-operation with the Bureau of Public Roads of the U.S. Department of Commerce and the Washington State Highway Commission.

CHANGING LAND-USE PATTERNS IN THE NIAGARA FRUIT BELT by Ralph R. Krueger, M.A., Ph.D., published in *Transactions of the Royal Canadian Institute*, No. 67, Vol. XXXII, Part II, October 1959. \$2.00

This report is the result of research undertaken by the author for his doctors' degree at Indiana University. It is an intensive, realistic study of the whole problem. Dr. Krueger concludes:

"If the necessary regional land use planning does not come in time, the sprawling cities in the Niagara Fruit Belt will destroy one of the most valuable areas of horticultural land on this continent. And if we, as Canadians, permit such to happen, succeeding generations will justly condemn us for being poor stewards of the land which we have inherited."

INDUSTRIAL COMPLEX ANALYSIS AND REGIONAL DEVELOPMENT by Walter Isard, Eugene W. Schooler and Thomas Vietorisz. Published jointly by the Technology Press of The Massachusetts Institute of Technology and John Wiley & Sons, Inc., New York. \$8.75

This is the third book of a series in Regional Science Studies, edited by W. Isard, which discuss analytical techniques in regional science, industrial geography and location, and regional economics and planning. This book develops the industrial complex approach to analysis through a case study of the petroleum industry in Puerto Rico.

THE PUBLIC LIBRARIES OF THE PACIFIC NORTHWEST edited by Morton Kroll. Published by the University of Washington Press, Seattle 5, Washington. \$7.50

The first of four volumes presenting the results of a two-year inquiry into library facilities in Idaho, Montana, Oregon, Washington and British Columbia. Includes a discussion of problems involved in offering library service in rapidly growing metropolitan areas.

planning vacancies

TOWN PLANNING COMMISSION OF METROPOLITAN SAINT JOHN

Junior Planner required by Metropolitan Planning Agency.

Salary Range: \$375-\$450 per month.

Apply: Metropolitan Planning Commission, City Hall, Saint John, N.B., Canada.

CITY OF HALIFAX, NOVA SCOTIA, CANADA

Planning Assistant. Urgently required to assist in work on an extensive redevelopment program and master plan for the City. Candidates for this new post should be qualified planners or have experience in planning work.

Additional qualification in architecture would be an advantage.

Salary Range: \$4,678 to \$5,882 per annum depending on qualifications and experience.

Help in defraying travelling expenses from overseas a strong possibility for the successful candidate.

The work will include design for commercial and residential renewal of the central areas and preparation of master plan for the whole of Halifax. It will offer excellent opportunities to the successful candidate for progressive planning work and professional advancement.

Apply by Air Mail enclosing a recent photograph and stating age, marital status, education, training, details of experience, names and addresses of three references and date available to: K. M. Munnich, D.A., S.P.Dip., ARIBA, AMTPI, Director of Planning, City Hall, Halifax, Nova Scotia, Canada.

Persons who have already replied to previous advertisements need not apply again. Their applications will be automatically reconsidered.

CORPORATION OF THE DISTRICT OF POWELL RIVER

Town Planner. Applications for this position will be received by The Corporation of the District of Powell River. Applications are to be in writing, stating age, qualifications, salary expected and date available.

Address replies to: The Municipal Clerk, District of Powell River, Drawer 1030, Westview, B.C.

CITY OF TORONTO PLANNING BOARD

City Planner, Grade I.

Salary: \$6,175 to \$7,155.

Functions: To evaluate development and land-use proposals. To prepare reports on development and land-use problems. To participate in the process of improving development standards. To advise on questions of design involved in both private and public developments.

Qualifications: A degree in Architecture; Associate Membership in the Town Planning Institute of Canada.

Apply in writing to the Commissioner of Planning, City of Toronto Planning Board, 129 Adelaide Street West, Toronto, Ontario, giving details of experience, qualifications and references.

HAMILTON WENTWORTH PLANNING AREA BOARD

Assistant to the Planning Director. Applicant will be required to assist in the preparation and administration of a regional plan and be the principal assistant in co-ordinating the work of advance planning, development control and special projects.

Applicant should be a graduate of a recognized university, preferably in planning or a related field. Should be an AMTPI or hold equivalent professional status. Should have a minimum of five years of practicing experience in planning.

Salary Range: Starting salary commensurate with previous experience and ability.

Apply, stating all particulars and quoting references to: Personnel Director, City Hall, Hamilton, Ontario.

BATTLE RIVER DISTRICT PLANNING COMMISSION

Director of Planning required urgently to organize a staff for and direct the operations of this newly created District Planning Commission in central Alberta, near Edmonton.

Duties: To advise all member Councils in the Commission's area on all planning matters; to prepare a District General Plan for the region and direct and conduct the necessary surveys to achieve same; to prepare general plans and zoning by-laws for member municipalities, the same to form related parts of

the District General Plan; to organize a staff and a programme to put the above into effect; to deal with all subdivision matters within the boundaries of member municipalities.

Qualifications: Must be a graduate in Planning, preferably with an additional degree in Architecture, Engineering, Geography or Economics or equivalent, and some years experience in a position of planning responsibility.

Salary Scale: \$6,540 to \$8,220. The successful candidate, depending upon qualifications and experience, may be started within such salary range.

This is a rare, challenging opportunity for the right man to direct a new planning authority from scratch.

Apply to: James B. Gee, Secretary pro-tem, Battle River District Planning Commission, Room 331, Highways Building, Edmonton, Alberta.

Associate Planner required urgently to assist the Director of Planning to organize for and conduct the operations of this newly created District Planning Commission.

Duties: To prepare planning surveys leading to the formulation of a District General Plan and related matters; to assist the Director in his work programme in preparing plans and development schemes and zoning by-laws for all member municipalities.

Qualifications: Degree in Planning or related subjects or equivalent. Some experience in a position of equivalent responsibility.

Salary Scale: \$4,980 to \$6,240. Entrance into salary scale dependent upon qualifications and experience.

Apply to: James B. Gee, Secretary pro-tem, Battle River District Planning Commission, Room 331, Highways Building, Edmonton, Alberta.

COMMUNITY PLANNING ASSOCIATION OF CANADA, ONTARIO DIVISION

Director required. Based in Toronto, with administrative experience, organizational ability, proficient in arranging conferences, preparing reports, establishing new Branches. Knowledge of Ontario Planning organizations an asset. Some travelling.

Applications will be received up to 31 August 1960. Apply to: Chairman, Ontario Division CPAC, 32 Isabella Street, Toronto 5, Ontario.

DEPARTMENT OF MUNICIPAL AFFAIRS AND SUPPLY, PROVINCE OF NEWFOUNDLAND

Senior Planning Assistant. Applications are invited from suitably qualified and experienced persons for this appointment in the Provincial Planning Division of the Department of Municipal Affairs and Supply in St. John's. The appointment will be contractual for a period of two years and, subject to satisfactory service, will be established at the end of that time.

Salary Scale: \$5,390 x \$100—\$5,830.

Duties will include the preparation of Municipal and Regional Plans including detailed designs for communities and districts throughout the Province, and the control of development in accordance with various Provincial regulations. The office is situated in St. John's, but some travelling within the Province will be required.

Candidates must have appropriate professional qualifications in Town Planning together with considerable practical post-graduate experience. Experience in public relations and ability to address meetings of different types is very necessary.

Conditions of service, full details of which are available on request, provide free passage of applicant and family to St. John's.

Applications giving full details of candidate's age, education, professional qualifications, appointments held, professional experience, together with the names of two referees, should be sent to: J. T. Allston, Director of Urban and Rural Planning, Department of Municipal Affairs and Supply, Confederation Building, St. John's, Newfoundland. Applications should be postmarked no later than 31 August 1960.

CITY OF VANCOUVER, BRITISH COLUMBIA

Two vacancies in an established Planning Department of a growing City of 400,000, with a vigorous planning program. (Professional staff of eighteen).

Application forms for the following positions should be obtained from and returned to the Personnel Director, Room 206, City Hall, 453 West 12th Avenue, Vancouver, B.C., as soon as possible. Please state whether applying for one or both positions.

Asst. Director of Planning (General Planning and Design)

To direct and supervise a division comprised of civic design, transportation, land use, and research sections; to be responsible for close co-operation with the administrative division (zoning and sub-division control) and the urban re-development division. Opportunity for creative imagination.

Qualifications: Post-graduate degree or other recognized diploma in town planning; professional status in architecture, civil or municipal engineering advantageous. Considerable professional experience in City planning and preferably also in the basic professional field, including administrative responsibility.

Salary: \$797 to \$923 per month, depending on training and experience, plus approximately 14% fringe benefits.

Asst. Director of Planning (Urban Re-Development)

To conduct from its inception a programme of re-development based on an approved outline, including the organization of a new division. Opportunity for creative imagination.

Qualifications: Post-graduate degree or other recognized diploma in town planning; professional status, preferably in architecture. Considerable professional experience in City planning and re-development of urban areas.

Salary: \$729 to \$847 per month, depending on training and experience, plus 14% fringe benefits.

CENTRE FOR COMMUNITY STUDIES, UNIVERSITY OF SASKATCHEWAN

Community Consultant

Salary: \$7,500 or higher, depending upon qualifications.

Duties: To assist selected communities in undertaking programs of long-term planning and development; to develop case-study materials for research and training projects of the Centre; to construct and administer simple community self-assessment techniques.

Qualifications: Previous field experience in community planning and development. Training at the Masters or Ph.D. level or equivalent is desirable. Social science training will be considered an asset. Personality and skill in working with people will be important in selection.

Apply to H. R. Baker, Chief Consultant, Centre for Community Studies, University of Saskatchewan, Saskatoon, Saskatchewan, Canada.

CITY OF HAMILTON, ONTARIO

Senior Planning Assistant. Applicant will be required to supervise the work of the survey, research and planning section, to conduct surveys, research and analyses for special studies, and prepare reports.

A graduate of a recognized university, possessing a degree in planning or other related fields is preferred. Should have at least two years practical planning experience.

Salary commensurate with previous experience and ability.

Apply: Director of Personnel, City Hall, Hamilton, Ontario.

CITY OF VANCOUVER, BRITISH COLUMBIA

Planner. To perform a variety of complex planning assignments at the professional level. The work may include field surveys, design, preparation of reports on planning projects and related duties as required.

Qualifications: Professional qualifications in engineering, economics, architecture or other fields applicable to planning work. Post-graduate studies in planning. Some experience in City Planning, or an equivalent combination of training and experience.

Salary: \$557 to \$666 per month.

Application forms should be obtained from and returned to the Personnel Director, Room 206, City Hall, 453 West 12th Avenue, Vancouver, B.C., as soon as possible.

POSITION WANTED

Geographer-Planner, aged 25, married and U.K. citizen, seeks position in Canada. London and McGill Universities; two years experience in Scandinavia; command of Scandinavian languages plus some French and Russian.

Write: K. J. Jones, Byplankontoret, Trondheimsveien 5, Oslo, Norway.

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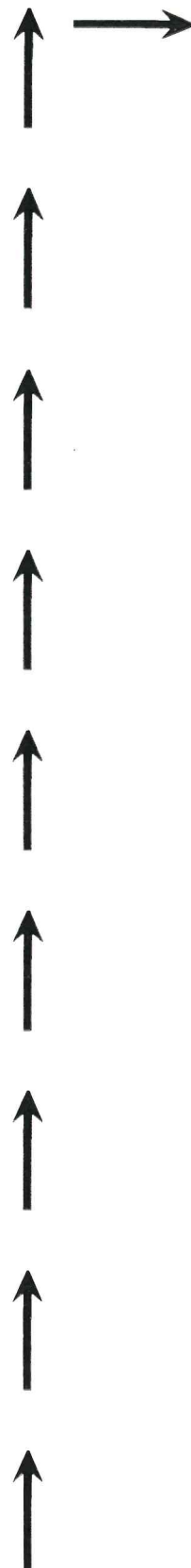
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Booklet summarizing Canadian experience in urban renewal and explaining the relevant legislation. Includes a valuable reading list.

**These and other publications are available from the CPAC National Office,
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1960

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